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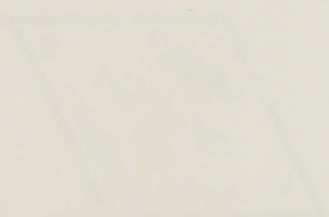
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CHECK AGAINST DELIVERY

NOTES FOR AN ADDRESS

BY THE

HONOURABLE BUD CULLEN

MINISTER OF MANPOWER AND IMMIGRATION

MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON

AT THE

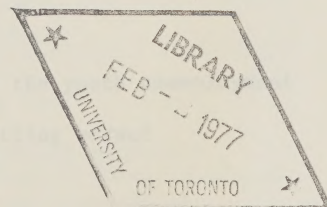
CANADIAN COUNCIL ON SOCIAL DEVELOPMENT

LUNCHEON

OTTAWA, ONTARIO

TUESDAY, JANUARY 25, 1977

12:15 P.M.









I want to congratulate the Canadian Council on Social Development for its initiative in assembling this expert group to deal with the questions of youth and youth unemployment. The challenges and problems before you are not uniquely Canadian, but are perhaps more severe here than in many countries of the world. Since they are basic to our society and our future, this conference is one of the most important to take place for quite some time.

As I am sure you know, young people aged 14-24 -- 2.7 million of them -- comprise more than a quarter of our labour force. Each year, another 480,000 school leavers must make a decision about entering the labour market. Most of them do so, with the result that youth constitute a growing proportion of our labour force. Unfortunately, they also comprise an increasingly disproportionate share of our unemployed.

As some people have pointed out, this has always been the case in Canada, and in most major industrialized countries. Japan is, I believe, the only such country with historically higher unemployment rates among older than younger people. In 1961, the Canadian youth unemployment rate was about 80 per cent higher than that of adults: today, the youth unemployment rate is some 250 per cent higher. By any measure, this is a serious and growing problem.

A key question, of course, is why? Why is the youth unemployment rate higher than that of adults? Why has it been getting worse?



### Underlying Factors

One factor underlying youth unemployment is the extraordinary growth -- 91 per cent -- in the number of young workers entering the labour force since 1961. Their entry is the result of the baby boom that began in the mid-1940s and peaked in 1959. Although Canada has since led all other western industrialized countries in producing jobs, our labour force growth has come from youth and women -- those who previously were not in the labour market. Much of the explanation for the high and growing unemployment rates among young people is simply that they started without a job. We can expect higher unemployment in demographic groups just entering the labour market than in those groups which are largely established in secure and stable employment.

Although sheer growth in numbers is basic to higher youth unemployment, the problem existed even with fewer job-seekers. The flood of young people into the labour force has emphasized a second factor at play -- the inadequate links between our educational system and the world of work. The Organization for Economic Co-operation and Development summarized the predicament well when it stated:

"Clearly the problems of joblessness among young people cannot be solved in the labour market alone for they reach back into the educational system and its inadequate relationship with the labour market."

Many educational institutions view their role as one of simply imparting knowledge. But the education they provide must be relevant to the 40 years most people will spend at work. And they must also provide the means for bridging the gap between school and work. It must be a bridge over which young people can and will wish to travel.



A third factor related to youth unemployment is the well-known tendency of young people to "job shop" and to "job hop." For employers, this is extremely frustrating. Too often they find that a job is accepted only to be abandoned days or weeks later. And too often, the reaction of employers is to avoid hiring those just out of school. The "job shop" tendency is, however, only the reflection of a much deeper problem -- unrealistic job expectations. Young people do not shop around for jobs just to frustrate employers. But because of their unrealistic expectations, youth are frequently seeking that elusive, perfect job -- not defined in their own minds and often non-existent.

Lack of knowledge of the work world and unrealistic job expectations are inevitably associated with another reason for youth unemployment -- lack of experience. If you perused our Job Information Centres in the Canada Manpower Centres or newspaper advertisements, you would rapidly see that one of the most frequently demanded requirements of employers is experience. Yet, the hard facts are that a person who has spent 10 or 12 years in an educational system may have waited on tables, carried bags in a supermarket, or cut grass. Such jobs have value in teaching young people about work habits and work environments, but they do not provide the kind of experience employers demand. I realize that all employers are not faultless, setting unrealistic job requirements which mitigate against youthful job-seekers. We are constantly reminding employers of this fact.

I cannot leave this review of the key factors in youth unemployment without also touching on a recent disturbing trend in post-secondary institutions to overlook the job needs of our economy. A few years ago



we began to produce more post-secondary graduates than there were jobs requiring such an education.

It is not uncommon to discover that your taxi driver has a bachelor's or master's degree. That, I am afraid, is symptomatic. The National Students' Union recently reported that among 45 candidates for the position of warehouse foreman, seven held a master's degree in business administration. We often hear disconcerted arts graduates comment: "Why did we spend four years at university? We would have been better off apprenticing in a trade such as plumbing or carpentry." And, indeed, this may be an accurate assessment.

It is time for us in Canada to reorient our educational systems so that young people get the education and training that will assure them of employment. We need to expand in the interesting and rewarding occupational areas that offer jobs. And we need to make sure that when we talk about the "dignity of work," we are including trades as well as professions -- that we really do value the plumber as much as we value the professor of English. In this sense I believe it is also imperative that we respect the right of the individual to pursue a career in which he or she will develop, contribute and enjoy.

These are the key factors underlying youth unemployment, but more important are the plans and initiatives we must undertake to resolve this problem.

#### The New Policy Initiatives

For some years, my department has offered a number of programs aimed at assisting youth. Each year, we have coordinated the federal



government's Summer Student Employment and Activities Program. Last year the federal funding for this program totalled \$24 million. We have operated special Canada Manpower Centres for Students and have experimented with youth modules in our regular CMCs. A large percentage of our regular training program funds are spent to train youth; our mobility program helps young people move to areas of real opportunity; and of course our job creation programs have a very high youth component.

But in the face of continuing and increasingly more serious youth unemployment, and general unemployment in this country, my department has introduced an over-all Employment Strategy which, you may recall, I presented last October.

The rationale behind our Employment Strategy is simply to create more employment opportunities. The \$200 million Canada Works Program that begins this spring will provide jobs for an estimated 60,000 Canadians, of whom a large number will be youth. This summer, we will have a Young Canada Works Program that will create about 21,000 more jobs for students -- jobs oriented toward youth interests and aspirations, but also emphasizing work of community value. Our new Summer Job Corps will provide out-of-doors work experience. The cost of both these programs will be about \$40 million.

The job creation programs are enormously important and will continue to be so, as long as young people are forced to compete in a labour market where unemployment is high. What I find more exciting, though, are some of the completely new approaches we are taking.



As many of you know, about four years ago my department launched a major program to develop its occupational forecasting to become as relevant as possible in planning courses and choosing careers.

One major development in the area of occupational counselling is the publication of the Careers Canada/Careers Provinces counselling series, covering every occupation in Canada. Careers Canada, now about 40 per cent complete, is being distributed to every secondary school, Canada Manpower Centre, and library in the country. It is designed to provide young people with detailed, meaningful information on entry requirements, working conditions, and employment prospects of each occupation. The reception of this material has been excellent -- so excellent that we find it hard to keep our own copies in the Canada Manpower Centres.

We are also currently designing, and hope to have operational by the end of the year, a whole new way of providing occupational counselling to people. This system, called "CHOICES", will be essentially an on-line computerized version of Careers Canada/Careers Provinces, providing additional recent counselling material. If we are successful in its development, this system will allow young people to explore occupations at the console rather than job-hopping to obtain the same information.

To have more jobs available for young people and to have first-rate counselling material available is part of the answer, but for youth to obtain experience we must also promote a more productive blending of education and work.



An increasing, but still small, number of Canadian educational institutions have begun to develop co-operative work study programs -- Co-operative Education, for short. These programs enable a student to acquire work experience in jobs related to those he or she hopes to have after graduation. This experience does two things. Sometimes it provides enough insight to convince a student that he or she is in the wrong field of study and should think of something else. More importantly, Co-operative Education gives students the relevant experience that nearly all employers will demand later. Co-operative Education is an opportunity for students to acquire that experience, to learn about the operations of a number of employers, and perhaps even to set up a job for later on. For the employer, it is an opportunity to assess some interested students who are potential employees.

Co-operative Education, everyone agrees, is a great idea. It is a marvellous arrangement for the students, the institutions, and for industry, but because it involves so many sectors, it is not easy to get off the ground. Therefore, as part of the Employment Strategy, we are making some initially small investments in the development of Co-operative Education programs. We will share with provinces half the cost of getting such programs started. The initial response has been good and I very much hope that together we can stimulate a fruitful combination of theoretical study and practical experience. It is a very real part of what I meant when I earlier said that we need to build bridges between school and work.



In the interim and more immediately, we have a further innovation which I feel has a vast potential. During the past year, we have provided small grants to organizations like Boards of Trade and Chambers of Commerce to develop local job experience programs. We have been sharing with them the costs of providing additional summer jobs for students in commercial enterprises. The scale and the costs have been small but we have been greatly encouraged by the extremely positive response, both from industry, the students and schools concerned.

We are also starting a new program which we call J.E.T. -- Job Experience and Training. It will have two components -- one summer, one winter. In the summer my department, in co-operation with Chambers of Commerce, Boards of Trade, high school officials, and community groups, will place potential secondary school dropouts with participating employers for nine weeks of realistic on-the-job work experience. We will subsidize 50 per cent of the salary paid to each student up to a maximum of \$500 per student. Through active contact with the world of work, potential secondary school dropouts will be better able to decide whether to continue with their education or enter the labour market on a permanent basis.

The winter component of J.E.T. will also go into effect this year. It is aimed at recent secondary school-leavers -- those who have been out of high school one year or less. Its objective is to enhance their successful permanent integration into the labour force by providing nine weeks of on-the-job worthwhile work experience. The young people involved will be those who lack competitive job skills and an understanding



of employee responsibilities, and who have difficulty convincing employers of their potential. We will provide 50 per cent of the salary paid to each participant by employers, up to a maximum of \$600.

The J.E.T. Program is expected to help about 6,700 young people at a cost of some \$5 million. It is an exciting concept because it truly bridges the gap between school and work. It provides the experience young people need to complement their education and training.

#### A Look Towards the Future

I think you will agree that, although these approaches have been modestly publicized, we have developed some very exciting and innovative responses to job problems of youth.

I also believe that our new initiatives are really just the beginning of what may prove to be some of the most productive developments underway anywhere in the world.

Our job creation programs will do a great deal for young people, both by providing them with work and experience of work, but I must say that I look forward to the day when we will not need them. Essential though they are at the moment, such programs do not have the same fundamental importance as those innovations aimed at bridging the gap between school and work.

I would like to see a more fundamental attack on the problems -- a reorientation of our thinking about the relative value of occupations in our society; a reorientation of our training and educational systems



so that they are more concerned with the ultimate fate of their graduates than is now the case; the development of a variety of Co-operative Education systems across the country; and the development of in-industry programs to provide relevant experience for future work. In the long run, these are all things that I see as being of far greater importance for bridge-building than the job creation programs that we must and do have now.

That may be visionary, but it is just as important to have the right vision of the future as to have the right analysis of the problems.

I feel, Mr. Chairman, that the time has come to look, not just at more programs for youth, but also at the basic steps we must all take to ensure a sensible and effective approach to their problems.

Between the federal government and the provinces, immense sums are now spent on the education, training, and employment of youth. If my vision is to become a reality, we will need to develop a real "partnership for youth" between the federal and provincial governments, the educational institutions, industry, and youth themselves. That partnership is the vision I hope to develop in the months ahead.





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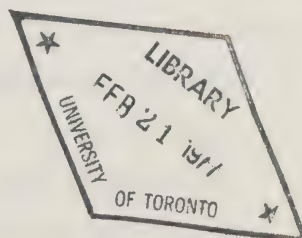
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NOTES FOR AN ADDRESS  
BY THE HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
TO THE HOUSE OF COMMONS  
ON SECOND READING OF BILL C-27









Mr. Speaker:

I intend to concentrate my remarks to-day on the two main objectives of Bill C-27, the Employment and Immigration Reorganization Act, and to outline the basic reasons underlying the changes proposed in the Bill.

The first objective is to bring about the integration of the Department of Manpower and Immigration and the Unemployment Insurance Commission. The second is to introduce certain changes into the unemployment insurance program.

On the subject of integration, Mr. Speaker, the main question I have had in my mind as the new minister of this complex portfolio is why integration is now appropriate bearing in mind the decision taken about ten years ago to separate the employment service from the Unemployment Insurance Commission. A central factor is that conditions in the Canadian society, economy, and labour market of the late 1970's are significantly different than they were in the late 1960's. During the last decade there has also been an important evolution in our manpower programs and in unemployment insurance. Manpower services generally, and in particular the counselling, placement, training, and mobility programs as well as the newer job creation programs, have greatly strengthened and matured. At the same time, the unemployment insurance program has been extended to cover almost the entire labour force and has come to play a



much more significant role in the operation of the Canadian labour market and the Canadian economy. Indeed, we now have some of the most advanced employment and insurance programs in the world.

As a result of these changes, Mr. Speaker, the destinies of the Department of Manpower and Immigration and the Unemployment Insurance Commission have become ever more closely linked. Indeed, the complementary nature of the work of the two organizations is illustrated by the fact that half of the claimants for unemployment insurance benefits now register with Canada Manpower centres. Such claimants constitute 70% of the total clientele of CMC's.

As a result of these developments, the two organizations have come to co-operate more and more closely and ways have been developed to harmonize their programs and activities. This has been reflected, for example, in increased efforts to expose UI claimants to the counselling and job placement facilities of CMC's. While this harmonization and co-operation have yielded significant and positive results, it has become clear that a unified management is required to provide the best services to the Canadian public.

Specifically, we believe that integration will lead to substantial improvements to services through:

- a rationalization of the present network of local offices of the Unemployment Insurance Commission and the Department of Manpower and Immigration;



- the conversion of most service points into one-stop centres where the complete range of services of the two organizations would be available to the public;
- the faster and more systematic exposure of clientele to employment services;
- a simplification of the documentation required of clients and a streamlining of the procedures to be followed by them in using the services provided under the employment and insurance program.

It is also important to bear in mind, Mr. Speaker, that the immigration program has had, and will continue to have, a far-reaching impact on the Canadian labour market. Thus the inclusion of immigration in the mandate of the new organization will be essential to the achievement of an integrated approach to the development of employment programs. I say this, recognizing, of course, the important social objectives and consequences of our immigration program.

The new integrated organization will consist of both a Commission and a small support Department.

The new Canadian Employment and Immigration Commission will be responsible for the administration of labour market programs and the policies underlying those programs. These will include the payment of benefits under the Unemployment Insurance program; immigration; recruitment, selection, settlement, enforcement and control; placement, counselling and training; and the administration



of other employment programs such as direct job creation. It will also provide the administrative support functions for both the Commission and the Department.

The small support Department of Employment and Immigration will be responsible for strategic policy development, program evaluation, labour market research, and information services. It will help to ensure the closest possible linkages between labour market policies and programs and the government's overall economic and social strategies.

The effective fulfilment of the mandate of the Commission will continue to require close co-operation and consultation between government, labour and business. Thus, the well-established policy of tripartite consultation and co-operation will be continued through the representation of workers and employers in the new Commission. Indeed, the potential for effective co-operation will be enhanced since the new Commission's authority will extend not only to the unemployment insurance program, but also to labour market programs generally as well as immigration matters.

In this connection, Mr. Speaker, Bill C-27 also makes provision for the establishment of a new Canada Employment and Immigration Advisory Council. I attach the highest importance to the role to be played by the new Advisory Council in terms of the government's approach to co-operation with the private sector in general and labour and management in particular. That is why I



intend to recommend that high level representatives of labour and management be appointed to the Council, people with the full authority to speak in the name of those whom they represent. In addition, there are many individuals in the community who are not directly representatives of labour or management and who have significant contributions to make to the discussions on issues related to the Canadian labour market. They will also be given an opportunity to participate in the work of the Council.

Mr. Speaker, I should like to turn now to the second main purpose of Bill C-27 which is to introduce certain changes to the Unemployment Insurance Program. There are three major changes proposed:

1. An increase in the number of weeks required to qualify for UI benefits (the so-called "entrance requirement") from 8 weeks to 12.
2. A change in the benefit structure which is the framework used to determine the duration of a claimant's entitlement to benefit.
3. The authorization of more productive or developmental uses of unemployment insurance funds, including the use of such funds as income maintenance for claimants participating in approved training courses, job creation projects, and work sharing programs.



The 8-week entrance requirement to our unemployment insurance program has certainly been one of its more contentious issues on which there has been extensive discussion. For example, I have received briefs and letters strongly recommending that the requirement be increased to as many as 20 weeks. I have received equally strong recommendations that there should be no change.

Those who have argued for an increase in the entrance requirement have done so mainly on the basis of a concern about the incentive to work. An examination of the characteristics and behaviour of claimants with 8 to 11 weeks of insured employment (i.e. the so-called "8 to 11 weekers") strongly suggests that an increase in the entrance requirement would constitute for many of them an incentive to work longer. In general, 8 to 11 weekers are younger than average, without dependents, and many are secondary earners in families. Basically, they have what might best be described as an intermittent or unstable attachment to the active work force. The current entrance requirement, which is one of the most generous of any country in the world, provides an all too readily available financial inducement reinforcing unstable work patterns. In the light of these characteristics and behaviour of 8 to 11 weekers, it is not unreasonable to expect that a substantial proportion of them will work an additional one to four weeks required to qualify for the new 12-week entrance requirement. For those who do not, we consider that there are other programs which are preferable alternatives to meeting their needs. These are the kind of programs



I announced in the Employment Strategy ranging from the rehabilitative measures of training to actual employment in job creation projects.

Another question which has been asked is: Why choose 12 weeks rather than say 15 or 20 weeks? Our investigations have indicated that the 8 to 11 weekers receive a significantly higher degree of subsidization from the unemployment insurance account and have a much more unstable attachment to the labour force than any other category of insured worker. In the light of these factors, our judgment is that the 12-week entrance requirement is, on balance, the most appropriate.

The second proposed change is the introduction of a new benefit structure. This will have several advantages. It will be simpler than current arrangements. It will be based on three phases, two of which are related to the number of weeks of insured employment and the third of which is related to local unemployment conditions. This will facilitate an easier comprehension of benefit entitlement and will simplify the administration of the Act. The new arrangements for benefit entitlement will also be more equitable. In particular, there will be a better balance between the number of insured weeks that a claimant has and the number of weeks of benefit to which he



is entitled in the initial phase of his claim. Provision will continue to be made for additional benefits for those with a longer labour force attachment. Finally, entitlement to regionally extended benefits will be much more sensitive to local unemployment conditions because it will be based directly on regional unemployment rates.

Thus, the new benefit structure is designed to curtail benefit entitlement to those with a relatively short labour force attachment living in regions of low unemployment. At the same time, it is designed to maintain appropriate insurance protection to those with longer labour force attachment as well as to those claimants who reside in regions of high unemployment.

Other changes will also be introduced into the benefit structure to enhance the motivation for work. For example, we propose to eliminate the "4 week rule" which now results in a claim being terminated if a claimant returns to work for 4 weeks in the extended benefit phase. This rule has proved to be a disincentive for claimants to return to employment particularly when there is some uncertainty about the duration of that employment.

Mr. Speaker, the changes in the entrance requirement and the benefit structure must be considered in the context of our overall Employment Strategy. The savings arising out of these changes in the UI program will be redirected to programs designed to create new employment opportunities as well as to help prevent unemployment. In this way, we will achieve a more effective allocation of resources in support of a range of employment programs tailored to meet the needs of those individuals, groups and areas of the country most seriously affected by unemployment.

There are a number of other specific amendments to the Unemployment Insurance Act which are proposed. For example, the right to appeal decisions of Boards of Referees will be broadened to



give all claimants and employers the right to request an appeal to the Umpire against the unanimous decision of the Board of Referees. At present, only claimants and employers represented by associations can appeal such decisions as a right. This amendment will be implemented after changes have been introduced in the appeal system in the light of the findings and recommendations of the Law Reform Commission. I should also explain that Bill C-27 makes provision for an increase in the number of Federal Court Justices who can hear appeal cases in order to reduce the number of outstanding appeals.

Mr. Speaker, the final major area of proposed change in the unemployment insurance program is the introduction of authority to use unemployment insurance benefits in more directly productive or developmental ways.

In this connection, I should stress that unemployment insurance will continue to provide a vital measure of income protection to unemployed workers while they conduct an active job search to locate the most suitable and satisfying employment available to them. In this way, the program plays a very productive role in Canadian society in maintaining skills, preserving dignity, and preventing economic hardship.

There are instances, however, when the productive impact of the program is inhibited by factors such as obsolete or inappropriate skills or the absence or shortage of employment



opportunities in a particular area. In these circumstances, the role of the UI program to facilitate job searches has inevitably a diminished applicability. I believe, therefore, that there is a need to work out program alternatives that would permit a more productive use of time while on claim. To this end, I am proposing three "developmental" uses of UI funds, two of which would be launched on a limited pilot project basis.

First, the developmental use of UI funds would provide for a streamlining of income maintenance arrangements for claimants on manpower training courses. We know that many individuals are unemployed because they lack appropriate skills and that many of these individuals can benefit from occupational training or retraining. Under this proposal, UI/eligible trainees on federally-sponsored training courses would normally receive their full UI benefit as their main source of income maintenance. This contrasts with the current arrangement under which claimant/trainees receive manpower training allowances topped up with UI benefits when their level of UI benefit entitlement is higher than their allowances. From the standpoint of developmental impact, this rationalization of financial arrangements should lead to a more effective allocation of resources, and could potentially free up resources for additional training.



Mr. Speaker, the second proposed developmental approach is the use of UI funds as income maintenance for claimants on special job creation projects. There are large numbers of unemployed workers receiving UI benefits who cannot find employment while at the same time many community-oriented projects cannot be carried out because of a lack of funds to pay for such work. Under the proposed arrangements, UI claimants would be given the opportunity of participating in job creation projects on a purely voluntary basis while they receive unemployment insurance benefits. This approach would enhance the scope of job creation projects and increase the number of individuals who could participate in them. I am very much aware that this is a new area which would require careful experimentation and evaluation. We would, therefore, propose to launch it on a pilot project basis to assess its proposed impact on unemployment and the labour market.

The third proposed developmental use of UI funds would be in "work sharing arrangements".

At present, when a firm faces a temporary emergency it normally cuts back on production and reduces the size of its work force. Many of the workers who are laid off will search for other work, move, seek training for a new occupation, or remain unemployed. Typically, there are major losses involved in this process. Workers' skills may erode when they are idle and some of them may lose the habits and patterns of work that are important to their personal and economic well-being. When the firm is ready to rehire it may find some of its former work force with weakened skills and some



no longer available. Work sharing could reduce these problems. For instance, instead of 1/4 of a work force in a particular establishment being laid off, employers and workers could agree that it would be preferable for all of the work force to work a 30-hour week instead of a 40-hour week on a temporary basis. During the period of the arrangement, unemployment insurance benefits would be paid for 1/4 of a week to all of the workers instead of for all the week to 1/4 of the workers.

We also propose to launch this program on a pilot project basis to permit a careful evaluation of its results and potential impact and to ensure the support of workers and employers.

Mr. Speaker, Canada has had a very favourable reputation as an innovator in the field of labour programs and policies and I think we have, in the proposed developmental uses of UI funds, another opportunity to demonstrate that spirit of innovation. It is a spirit conditioned by a sensitivity to the practical difficulties which could be involved. This is why we would propose to proceed with the job creation and work sharing projects on an experimental basis. Such experimentation is not necessary in the case of training where we have had substantial experience with the training of UI claimants and where our proposals involve mainly a rationalization of financial arrangements.

The annual funding level for all of the developmental projects will be set by the Governor in Council.



These then, Mr. Speaker, are the main changes proposed in Bill C-27 and a brief explanation of their underlying rationale and objectives. We will, of course, have an opportunity of examining all of the areas in greater detail during the committee stage, at which time I will be presenting additional information on the proposed changes.









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HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON  
TO THE  
FEDERAL LIBERAL CONSTITUENCY ASSOCIATIONS  
CALGARY, ALBERTA  
FEBRUARY 11, 1977  
8:00 P.M.



CHECK AGAINST DELIVERY







Someone once wrote that Canada was a triumph over geography and economics and in many ways that definition is true. Enormous obstacles were overcome by the Fathers of Confederation and others who, over the years, forged a united Canada out of several disjointed and distant parts. British Columbia is hidden behind the Rocky Mountains. The Prairies are far from the ports they need to ship their grain. The Maritimes are huddled together on the shores of the Atlantic almost as a geographic afterthought.

But MacDonald and his supporters did not give up in the face of 5000 often treacherous miles between our east and west coasts. Nor did they believe a united country would be impossible because there was a French and English culture to deal with. In the end, Canada became a nation because the will of the people was more powerful than the forces of geography, language or culture. The Fathers of Confederation had a vision of what Canada could be if the will to compromise and work together remained strong.

In the 110 years since Confederation, that will has prevailed but we have not had many chances to demonstrate it openly. Except for our immigrants, Canadians have not really had a chance to make a fundamental choice about their country. Unlike the Americans, we have had no war of independence nor



any major conflict to forge our national unity.

The election of the Parti Quebecois has changed that. If there can be a positive side to Levesque's threat of separatism, then it is the opportunity it gives us as Canadians to uphold our country, to make a choice -- in effect, to say "yes" to the dream of a united Canada. It also means accepting that in a country with eleven governments, there will always be tensions and conflicts among them. That is what makes our country dynamic. That is the basis of our will to exist as a nation.

I do not doubt for one moment that most Canadians want this country to stay united. But it is not enough to sit quietly by, confident that the country will survive. We must be dedicated to its survival. We must begin now to persuade Quebecers that we value them as fellow Canadians -- that we believe very strongly that this country and Canadians as a people would be poorer if Quebec left Confederation. At the very least, we must support the right of francophones to speak their own language throughout this country. If the Government's bilingualism program is not yet perfect, surely that is easier and less costly to deal with than the break up of our country.

What we are willing to do to keep Quebec in Canada is a



measure of what we will do to keep the other provinces committed to Confederation -- provinces like Alberta with its very legitimate concerns. Quebec is not, after all, the only one that could conceivably threaten our unity. Almost every province can lay claim to a few separatists of its own.

In recent years, the national will to exist as a country has been weakened by the aspirations and discontents in a number of provinces. Perhaps because of that, a great many Canadians see themselves as Albertans or Newfoundlanders first, for example, and Canadians second. This kind of regional pride is inevitable but there is an increasing danger that it could Balkanize Canada and lead the different regions to work against one another.

Sometimes our Provincial interests pull one way and the national interests another but it is too easy to exaggerate these tensions. Let us not replace regional pride with regional chauvinism. Instead, we should work to strengthen the bonds of interdependence that already exist between us. Easterners benefit from Alberta's willingness to accept a lower domestic price for its oil. Prairie farmers get help from the rest of the country in the form of grain stabilization payments. Heavily populated provinces serve as a market for products from provinces with smaller populations.

This balancing of Provincial strengths and weaknesses has



produced a strong and prosperous nation. I don't believe any province could hope to manage as well on its own. Yet some provinces still feel that they are putting more into Confederation than they are getting out. If they are talking only of money, then that may well be but Canada is not just an exercise in balancing the books. Confederation is based on sharing and if that means that the richer provinces must always give more to the poor, then I can think of no better foundation for a country. In the end, we all stand to profit.

The events of modern history are proof of nothing if not this need for people and nations to reach out to each other and share their wisdom and their riches. The countries of Europe have joined together in a Common Market. Canada, in turn, is extending her hand to them to forge a special link. The United States is pursuing détente with the Soviet Union. We are all part of the global community and as James Reston wrote in the New York Times, "The melody of separatism, like the longing of the Scots and the Welsh for independence, seems a little out of date and almost tragic."

If we in Canada, with our freedom, our wealth and our shared history, cannot remain united, then what hope is there for the rest of the world. We have proved that it is possible for people of different cultures, languages and religions to live together in relative harmony for 110 years. To throw that away



now, to step backward in history, to follow in the footsteps of countries like Ireland and Pakistan, would indeed be a "sin against humanity." We would be responsible for leaving our children, and the children of the world, the legacy of a country with small dreams and a mean spirit.

But the Canada we now have is truly a crown jewel in the world of nations. When we travel abroad, we are proud to talk about our country and be recognized as Canadians. And no matter where we have been -- no matter how beautiful and exotic it was -- it is always a pleasure to come home. Our view of our country is a view shared by the rest of the world. Indeed, there are times when we have had to be reminded by other nations of just how fortunate we are. We have something here in Canada worth saving and we have an obligation to ourselves and the world to do all in our power to preserve it.

I speak with first-hand knowledge when I say that the rest of the world views Canada with respect and no small amount of envy. Canada is near the top of the list of countries which immigrants choose to adopt as their new home. Those who have decided they want to make a new life for themselves look to where the opportunities are the best.

The Act under which immigrants have been coming into this country was passed back in 1952. Much of it was out of date



even then because it reflected the thinking that was current around the turn-of-the-century. So when it came time to draft a new Immigration Bill, my predecessor and the Liberal Government not only wanted to get rid of the archaic provisions but also wanted to make sure that immigration would do for Canada in the future, what it did for Canada in the past -- that is, make it a rich and diversified country.

The new Bill succeeds in doing that and the response to it has been tremendous. The opposition parties, the press, the Special Joint Committee have all given the bill high marks. For the first time ever, it spells out our principles and objectives so that a new immigrant knows what he can expect of Canada and what we in turn expect of him. We have eliminated discriminatory provisions. Prohibitions which prevented people like epileptics from coming into this country have been thrown out.

We also have built in new procedures to guarantee the fair treatment of people who are subject to removal from Canada. For example, instead of deporting someone at the border for a minor offence, we can give him an exclusion order which allows him to apply to come back into the country after one year. Also, everyone who is ordered to leave will have the right to a full and impartial inquiry.

We also have provisions to help people move to areas where



we know there are jobs and good housing for them. In good bureaucratic style, the legislation calls them "Designated Areas". But I prefer to call them "Opportunity Areas" -- because that's precisely what they are for immigrants. We will be working closely with the Provinces to single out these communities as well as to determine what average annual levels of immigration Canada can support. The increased emphasis on Federal-Provincial consultation is, from my point of view, one of the highlights of the new legislation.

There are many good provisions and I can't go into them all but the total effect is to bring Canada's immigration legislation into the twentieth century and to make it more humane. But legislation can only do part of the job -- it cannot remove the prejudice, or jealousy or hatred that an individual feels. The responsibility for that rests with each person in society -- from the parent who helps his child to understand and appreciate different cultures and ideas, to employers who don't worry about the colour of someone's skin so long as he can do the job.

We have to get the message across to Canadians of all ages that Canada would be a very dull place and we would be a bland people without this mixture of cultures, colours, languages and religions. We can benefit from all of this if we are prepared to accept that people are different, that not everything immigrants do will be acceptable to us, that some of it may even



go against our traditions. We have to show some appreciation of what they do for us and some understanding of the difficulties they face trying to do their best in a new country.

Now is the time to put out the brush-fires of racial prejudice. People tell me that attitudes cannot be changed but I don't accept that for one moment. Attitudes can be changed. Attitudes should be changed. It can happen when people are willing to shoot down the myths about different cultures and races. It is up to the moderates in Canadian society to preach the right message, to indicate to all Canadians how beneficial it is not only to the immigrant but to the native-born Canadian to have this influx of new people, with new ideas and different views. Fear and ignorance is at the bottom of racism and that is what we have to overcome.

We as legislators have gone a long way toward ensuring that immigrants settle happily and successfully in Canada. But more important, it is up to each and every individual Canadian who comes in contact with an immigrant to make that person feel at home, to learn from him, but most of all to just accept him as another Canadian.

Not long ago I came across an article written by one of our well-known columnists. He was writing about the possibility of Quebec's separation and he said, "I like Quebec, I don't care if she doesn't like me back, but I want no part of a Canada so



loutish it allows hatred to speed Quebec out of Confederation".  
Hatred and prejudice, whether they are directed at Quebec or  
immigrants, are what we must do away with if we believe in  
Canada and if we want its future to be as great as its past.







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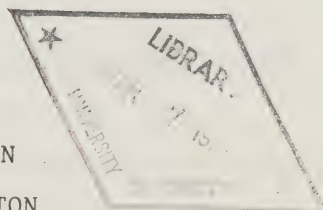
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THE BROADBENTING OF STATISTICS

NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON  
TO THE  
KINSMEN CLUB OF SARNIA  
SARNIA - FEBRUARY 16, 1977



PLEASE CHECK AGAINST DELIVERY







The Government's deep concern with unemployment in Canada is directly expressed in its Employment Strategy. This strategy is designed to deal as effectively as possible with the problems of unemployment both in terms of its prevention and its alleviation. At the same time, it takes into account the necessity for maintaining restraints on government expenditures as part of the continuing effort to contain the persistent forces of inflation.

What is also a serious concern to me, and to the Government as a whole, are the comments made by a number of observers, such as Mr. Broadbent, who are manufacturing and misinterpreting unemployment statistics to suit their own purposes. Mr. Broadbent makes two main assertions about unemployment:

1. He states that Canada has had the highest unemployment rate of any Western industrialized country, and
2. He argues that the measured unemployment rate is understated because it does not include all of what he calls the legitimately unemployed.

Let us examine carefully whether either of these assertions holds up to critical analysis.

First, there is the question about Canada's unemployment rate as compared with the unemployment rate of other countries. Recently, in the House of Commons Mr. Broadbent referred to figures for the average unemployment rates for various countries for 1960 to



1974. Why did he choose averages for that period? Very simple. He picked them because he wanted to show what he considers to be the inferior performance of Canada as far as its unemployment record is concerned. What he neglected to point out was that in most countries, in recent years, unemployment rates have been increasing at a very significant rate. For example, Mr. Broadbent refers to the 3.5 per cent average unemployment rate in the U.K. for 1960 to 1974. But examine the increase in the unemployment rate in the U.K. from 1965 to 1975. It trebled in this period and reached a level of just under 6 per cent in the second quarter of 1976. In the same decade, the unemployment rate in Germany increased almost sixfold and was over 4 per cent in the second quarter of 1976. Canada's rate doubled during the decade 1965 to 1975 and reached a level of about 7% in the second quarter of 1976 - a percentage increase lower than that for either the U.K. or Germany. So much for Mr. Broadbent's selective statistics.

Mr. Broadbent would undoubtedly say that these unemployment rates are still below those in Canada. A question is: "Are the rates comparable". The answer is "No! They are not!". A second related question is: "Is there reason to believe that the rates of unemployment in a number of European countries are understated as compared to those in Canada?". The answer to this question is an unequivocal: "Yes! ".

Why? Let us take the U.K. by way of example. Unlike Canada, the U.K. does not carry out a systematic or scientific survey of



unemployment for the purpose of calculating its official unemployment rates. The U.K. relies on numbers of people who register with its employment service. The number of registered unemployed, in fact, understates the unemployment figure as compared with the Canadian approach. For example, many individuals fail to register with employment agencies: those who are reluctant to register, such as professionals and those who would not qualify for unemployment compensation. Moreover, in the U.K., unemployed students are not counted at all, nor are individuals on a temporary lay-off. Suppose we were to follow this approach in Canada. We would reduce the number of unemployed by not counting some 150,000 students during the summer period and an annual average of 56,000 individuals on temporary lay-off.

Mr. Broadbent's statistical game does not end here. He also plays around with the unemployment figures by arguing that some 455,000 individuals are "discouraged workers" who should have been included in the numbers of unemployed. According to him they should not have been counted among those who had dropped out of the labour force, as they were, in fact, treated by Statistics Canada. He maintains that such individuals were "discouraged workers" or the "hidden unemployed".

Mr. Broadbent has no factual basis whatever for making this assertion. Statistics Canada does not have available a breakdown of the various reasons why these individuals were not looking for



work. Mr. Broadbent has simply arbitrarily assumed that they are discouraged and that that is the reason why they have not looked for work.

The Bureau does, however, provide figures for individuals who were not looking for work at the time the Survey was conducted but who had looked for work in the previous six-month period. The Survey also determined the reasons why these individuals were not looking for work.

The annual average number of individuals in this category for 1976 was 309,000. The following is a breakdown provided by the Bureau of the reasons why these individuals were not looking for work, together with the numbers involved. The following are the results:

- 80,000 were attending school,
- 36,000 were either ill or had family responsibilities,
- 45,000 were awaiting replies from employers or recalls to their former jobs,
- 10,000 had already found new jobs,
- 21,000 were no longer interested in finding work,
- 42,000 said they were not available for work,
- 39,000 gave no reason for not looking,
- 34,000 believed that no work was available in their areas, or suitable to their skills, and,
- finally, 4,000 gave miscellaneous reasons for not looking.

Contrary to the assertions made by Mr. Broadbent, only about



11% of the total of these individuals could accurately be described as discouraged workers.

A legitimate concern about the problem of hidden unemployment should not lead us to follow the wrong course set by Mr. Broadbent and muddle up the measures of unemployment. What happens if we include in the measured unemployment rate individuals who are not in fact looking for work but whom somebody assumes would look for work if job prospects were better? What happens is that our unemployment measures become totally subjective. In other words, if we attempt to build into the measures of unemployment an individual's presumed want to have a job, we no longer have data which are objective or meaningful. Want may reflect wishful thinking as much as genuine intent. For example, how many people do you know who want to have a new car every year? Now compare that with the number you know who actually buy a new car every year.

For this reason, reputable statistical agencies throughout the world have excluded discouraged workers in their measures of unemployment. Mr. Broadbent's "Bureau of Statistics" would be well advised to do likewise.

The self-styled experts also create confusion on their comments on the statistics on job vacancies. They seem to take a perverse delight in misrepresenting the meaning of the findings of Statistics Canada's Job Vacancy Survey. Specifically, they refer



to the Survey findings that in the last quarter of 1976 there were some 40,000 vacant jobs in the country. With all the fervour of a doomsday prophet, certain experts rush on to conclude that, if all the vacancies were filled, there would still be about 700,000 unemployed.

Once again their conclusions are wrong for a number of reasons. First, the Job Vacancy Survey does not cover the whole of the labour market. It excludes certain sectors such as domestic service, farming, fishing and trapping. It also excludes vacancies attributable to temporary lay-offs. It does not include vacancies for which no specific recruitment action has been taken. Nor does it include vacancies which are planned to be filled on any day following the day of the Survey.

Those who understand the Job Vacancy Survey fully appreciate that, because of these considerations, it should not be taken as an absolute count of the number of available jobs. It should be interpreted only as an indicator of the trends in job vacancies over time.

From other labour force statistics we know that over 6 million jobs are filled in any given year by those moving into employment from unemployment and from outside the labour force. This does not even attempt to count those who move from job to job. Thus, on an average monthly basis, at least 500,000 jobs are filled: a



figure significantly in excess of the count given by the Job Vacancy Survey.

Because of the limitations of the Job Vacancy Survey, my Department is currently examining the feasibility and desirability of introducing the compulsory registration of job vacancies and notifications of hirings. This would undoubtedly provide a more complete and accurate picture of the demand of labour and would give us a better basis for the formulation of employment policies and programs.

In these programs we have already taken steps to compensate for the limitations that are involved in the sole use of the Labour Force Survey estimate of unemployment. For example, the Survey is not conducted in the Yukon and Northwest Territories and is not carried out on Indian Reserves. These limitations are not serious from the point of view of the Labour Force Survey. However, in the context of designing, developing and operating manpower programs they are severe handicaps. Thus, in the spirit of innovation, our approach to the problems of using Labour Force Survey figures as the only indicator of unemployment has been to examine various data series which, taken in combinations, produce reliable, objective information on which to base equitable, defensible program strategies.

In particular, in the formula for allocating funds in the first phase of the Canada Works Program we have included statistics



on recipients of regular unemployment insurance benefits. Specifically, we have used such beneficiary statistics in the case of those provinces where the number of beneficiaries exceeds the number of Labour Force Survey unemployed. This approach, on an objective basis, helps to compensate for certain limitations in the Survey definition of unemployment. For example, unemployment insurance beneficiary statistics include those who are virtually unemployed but who have earnings from part-time employment. Such individuals may be counted as beneficiaries, but they are excluded from the Labour Force Survey unemployed.

On a yearly basis, and for Canada as a whole, the number of unemployment insurance beneficiaries is below the number of Labour Force Survey unemployed. But, in the provinces east of the Ottawa River, the number of unemployment insurance beneficiaries is larger. The result of selecting the higher measure has the effect of allocating a larger proportion of Canada Works funds to the eastern provinces where it is recognized that the problem of unemployment is more serious. In the case of the provinces west of the Ottawa River, it is to their advantage to use the Labour Force Survey unemployed.

To compensate for the fact that the Labour Force Survey does not include Indians living on Reserves, estimates of their unemployment were obtained from the Department of Indian and Northern Affairs. Based on these, the Survey unemployment numbers were revised and adjusted figures were used in allocating funds to constituencies which include Indian Reserves.



In this way, the use of unemployment insurance beneficiary data, in conjunction with the Labour Force Survey data and special estimates for Indian unemployment, achieves a balance which is not possible through the use of any single source of data. This, I consider, to be a more responsible approach than that pursued by those dilettantes who dabble in statistics and who broadly bend them in such a way as to produce a mine of misinformation and a multiplicity of misunderstandings.

The thrust of my comments, to this point, has been to clear away the statistical debris created by Mr. Broadbent and his colleagues, and to focus attention on our very real and serious unemployment problems: a situation which has placed a heavy burden of hardship on many Canadians. The alleviation of this burden occupies the highest priority in the Government's Employment Strategy.

The spirit of innovation and the sense of responsibility which have characterized our approach to the measures of unemployment have also been adopted with respect to this Strategy. Briefly, its components are:

1. A doubling of the LIP funds for the current winter period to \$200 million.
2. The launching of a year-round Canada Works Program involving the expenditure, in 1977-78, of some \$200 million on direct job creation. In addition, there will be some \$65 million spent on youth employment



(Young Canada Works, the Student Summer Employment and Activities Program and the Summer Job Corps).

3. The strengthening of rehabilitative or preventative measures, for example, through training involving annual expenditures close to \$600 million.

The selective measures, particularly direct job creation projects in which 120,000 individuals will participate in 1977-78, have two critically important advantages:

1. They rank amongst the best employment measures in terms of cost per job created and in terms of generating employment quickly. Indeed, they have been a model on which other countries have based their own job creation programs.
2. The Government's job creation programs can be, and are, targeted to groups and communities most seriously affected by the problems of unemployment.

For example:

- We have special programs for youths and the disadvantaged.
- We have also allocated the largest proportion of job creation funds to the provinces east of the Ottawa River which are suffering acute unemployment problems.
- We are also allocating a large proportion of job creation funds to meet the more severe problems of unemployment during the winter season.



We must not lose sight of the fact that the unemployment insurance program is a major bulwark against the problem of income deficiency arising out of unemployment. By supporting the level of individual incomes, it helps in a significant way to maintain the overall level of demand within the economy. This in turn helps to sustain a higher level of employment.

The combined expenditures of unemployment insurance and the departmental appropriations will involve the expenditure in 1977-78 of some \$4.5 billion to help prevent or alleviate unemployment in Canada.







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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
TO  
THE JOHN WHITE SOCIETY  
OSGOODE HALL LAW SCHOOL, YORK UNIVERSITY  
FEBRUARY 16, 1977



CHECK AGAINST DELIVERY







I am pleased to have this opportunity to speak to you at a time when I have two pieces of major legislation before the House of Commons. I intend to concentrate today on the Immigration Bill, because I suspect it may hold more interest for you than the amendments to the Unemployment Insurance Act.

The anomaly between the important role that immigrants play in our society and the archaic, obsolete nature of the present Immigration Act has worried successive holders of my portfolio. This has been particularly true in the last decade or so.

More and more we have had to depend on the extremely broad regulation-making power in the Act to deal with rapidly changing situations in Canada and the world. That is the only way the existing Act allows for modernization, being otherwise inflexible and out of date.

All ministers have recognized the need for an immigration law that not only reflects society's values and defends the public interest, but also is clear about who must meet what requirements in what circumstances -- so that everybody knows where they stand. Our complex society needs legislation that is specific about the powers given to Government and its officials.



The new Immigration Bill meets these requirements. It begins with a clear statement of specific objectives, from which flow all the provisions of the Bill, its regulations and its administration.

For the first time the new Bill clearly establishes the basic objectives of immigration, and for the first time it enshrines in law the principles of non-discrimination, of respect for the family, and of humanitarian concern for refugees. It sets out in legislation the concept of the role of immigration in the promotion of national economic, demographic, social and cultural goals.

The new Bill removes many of the harsh, objectionable and out-dated provisions of the present law including the much-publicized prohibitions against epileptics, the mentally retarded, homosexuals and alcoholics. It deletes obsolete references such as "moral turpitude", and makes provision for flexible alternatives to the harsh action of deportation.

The powers and authority it confers are precisely delineated. The procedures to which immigrants and visitors are subject are clearly set out. Both the public interest and civil rights of immigrants and visitors are protected.



Although not all of the policy is new, much of it being used under regulations or administrative procedures in recent years, its clear establishment in the law is new.

The Bill is a charter for the future -- retaining that which has proved valid and useful in the past, and providing enough flexibility to be adaptable to our changing needs. It establishes firm criteria which may be interpreted in regulations as the need arises, but it does not list rigid prohibitions which prevent the use of common sense.

It provides such things as a means to determine the size and distribution of the immigration movement -- very necessary in a land of increasing urbanization whose resources are now recognized to be more limited than we once believed. But, at the same time, it leaves the determination of the actual size and distribution of the movement to be set after consultation, and does not establish rigid figures cast in bronze for all time. For the first time, demography and immigration are linked in a statute that provides for the views of provincial governments to be taken into consideration.

I would like to illustrate the Bill's virtues by responding to some of the allegations which have been made about it.



There has been some criticism that this Bill is severe, and indeed I would not dispute that some of its provisions are properly severe. It is designed to protect Canadian society against danger, and to protect it against illegality. But it does so with full regard for due process and for the rights of individuals in a way that the present Act does not.

Allegation 1 - That anyone may be arrested without warrant on suspicion alone.

Fact The Bill cites the following groups who may be arrested without warrant:

- ship deserters;
- people who have deliberately avoided examination;
- those who used false documents or other fraudulent means to enter Canada;
- previous deportees who have come back without consent;
- visitors who fail to leave when issued the new very lenient departure notice;
- and visitors who violate the conditions of their entry in an attempt to remain in Canada illegally.

These people are safeguarded by the provisions that they may be detained only if they pose a danger to the public or are likely to abscond.



In addition, their detention must be reviewed within 48 hours by an independent adjudicator.

Allegation 2 - That the Bill requires all visitors and permanent residents to submit to fingerprinting and photographing on request, thus setting up a pass law society.

Fact The Bill clearly requires the passing of regulations specifying who may be required to be photographed or fingerprinted and in what circumstances. Without these regulations, no one would be required to submit to this type of identification. And, I would like to stress that the photographing and fingerprinting of individuals is for identification purposes only.

In a number of cases in the past, particularly when we are dealing with suspected criminals, we have been forced to keep people in detention for a considerable period of time while we attempted to get travel documents. Lack of proper identification sometimes caused long delays in obtaining these documents. Conclusive identification of people will serve to speed up the process.

Allegation 3 - Enlargement of the classes of persons subject to deportation or exclusion.



Fact

In the proposed legislation, a few groups, such as terrorists and visitors who work without authorization have been added. But more groups have been dropped, including homosexuals, vagrants, alcoholics, epileptics, prostitutes, inmates of asylums and members of organizations believed to be involved in subversion.

Overall the grounds for removing people from Canada have been reduced. Moreover, the grounds for deportation have been much reduced, since under the Bill exclusion orders or departure notices may be employed rather than deportation.

Allegation 4 - Removing the concept of domicile removes protection from existing permanent residence and reduces the rights of present and future residents because the protection of citizenship is not automatic after five years.

Fact

Under the new Bill, protection against deportation now given to domiciled Canadians will not be retroactively removed when the new law comes into force.

It is true however, that the protection now provided after acquiring domicile (5 years residence) will not be given to either existing or new permanent residents for offences committed after the Bill becomes law. The Bill reduces the number of reasons for which permanent residents may be



deported from about 2 dozen to 10. All of them are serious and no longer include such things as sickness, over which the person has no control. This change gives protection to many hundreds of permanent residents.

On the other hand, deleting the domicile concept removes protection from only a handful of people who either have not applied for citizenship or have been refused it and who become deportable for such things as serious criminal or subversive activity. And it should be noted that, under new legislation, immigrants may apply for Canadian citizenship after a waiting period of only three years.

Allegation 5 - Deportation of visitors without a hearing upon the signature of two Government Ministers.

Fact Under Section 39 of the Bill, only visitors who are engaged in subversive activity as defined in the Act, as well as terrorists and other criminals can be the subject of a two-Minister certificate. And this will only happen when evidence can't be revealed at a public enquiry because the source of information would be endangered or forced to dry up, or because national security would be endangered.



The certificate does not make deportation automatic even in these few cases, amounting to maybe a dozen a year.

Individuals in this situation still have the right to an inquiry when their identity as the person named in the certificate has to be established.

This procedural protection is greater than it was under the now expired Temporary Immigration Security Act.

I might add that the notion that we deport or deny entry to everyone who is a security risk is simply not true. If the prohibited person is coming here for a legitimate purpose and is considered unlikely to engage in activities dangerous to the national interest or public safety during the visit, then a Minister's permit is issued. It is only when the likelihood of dangerous activity is real, and we can't tell our people why, that the certificate procedure would come into play.

Allegation 6 - Establishment of a Special Advisory Board which can recommend deportation of certain permanent residents without giving reasons or a right of appeal.



Fact

Section 40 of the Bill will probably be employed extremely rarely and only in cases where a permanent resident is involved in serious activities against national security. The person will be given an opportunity to be heard and, while it is true there is no right of appeal against the final decision, that decision is made by the full Cabinet and not by the Board.

There are effective safeguards against unjust deportation, since the Bill requires that any information used in the process must be reviewed by two Ministers of the Crown, then by an independent Board, and finally by Cabinet. The alternative is to sacrifice the interests of all Canadian citizens and residents.

Allegation 7 - Inequality of treatment for new immigrants in that terms and conditions may be imposed against them.

Fact

The Bill would allow terms and conditions to be applied equally to all immigrants, without discrimination, so the Bill itself contains no inequality.

If the Government decides to use the provision at all (which it may not unless abuses become widespread) any inequality would operate in favour of those on whom the terms and conditions are imposed, because without them they would normally not be admitted at all.



Some possible examples include:

- people who do not score sufficient points to be selected, but who may be given qualifying points if they undertake to go to a community that requires immigrants generally, or immigrants with particular occupational skills.
- people who cannot qualify on their own merit and who have no relatives in Canada, but are admitted subject to the creation of a relationship soon after arrival in Canada - such as sponsored fiancé(e)s.

I might add that the interpretation of our intentions which suggests immigrants will be sent to unwanted jobs in backwoods communities is totally unfounded. The whole purpose of the concept of designated community and designated occupation is to encourage stable and successful establishment of workers and their families in places where they are needed and welcomed.

This cannot be accomplished unless the community or job offers a genuine opportunity for successful permanent settlement and decent remuneration. Such jobs would require abilities not sufficiently available in the existing Canadian labour force.




I believe that the new Bill is just as deeply concerned with the human and civil rights of visitors, immigrants and permanent residents as it can be without sacrificing the rights of citizens.

I invite your questions on any aspect of the Immigration Bill you care to raise.









Office of the Minister  
Manpower and Immigration

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Cabinet du ministre  
Main-d'œuvre et Immigration

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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON  
TO THE  
GRAND FALLS CHAMBER OF COMMERCE  
GRAND FALLS, NEWFOUNDLAND  
ON THE EVENING OF  
FRIDAY, FEBRUARY 25, 1977







Some people might think that the Minister of Manpower and Immigration has nerves of steel, coming to the heart of Newfoundland to talk about unemployment. But hiding from high unemployment isn't going to make it go away, and neither I nor the government I represent is ducking its responsibility in dealing with this problem.

As you know, there are two basic ways that a government can attack unemployment. It can enact those fiscal and monetary measures that are designed to stimulate the economy and provide more jobs. And it can provide direct job creation measures.

The first is a matter that the government is considering carefully. Fiscal and monetary measures, however, take time before their effects are felt. Job creation projects, on the other hand, have an immediate impact. They provide immediate jobs.

The reasons for high unemployment in Newfoundland are historic -- an economy heavily based in seasonal industries, high transportation costs and lack of a heavy industrial base.

It is nonsense to suggest, as some do, that the Federal Government is doing nothing to combat unemployment here. We want a healthy economy in Newfoundland -- it is to our benefit as well as yours. That is why the Federal Government is moving on several fronts to deal with unemployment in both the immediate and long-term. I



wish that I had time this evening to enumerate all the work that has been done here and is proposed by such Departments as: Regional Economic Expansion; Industry, Trade and Commerce; Fisheries; and, Transport. But I want to take this opportunity to talk with you about what the Department of Manpower and Immigration is doing to improve the employment situation in your province.

In 1975-76, Manpower and Immigration directed more than \$12 million into your province to create in excess of 4000 jobs. The agencies for which I am responsible, including the Unemployment Insurance Commission, spent some \$229 million in Newfoundland. This was more per capita than in any other province. And in gross amounts, the level of expenditure was exceeded only in the heavily populated Provinces of Quebec, Ontario and British Columbia.

In this fiscal year, which ends March 31, my Department's expenditures will surpass \$235 million. With Job Creation alone, we are committed to spending over \$27 million to create some 6000 jobs. Under the Canada Manpower Training Program, our training purchases plus allowances will total just under \$25 million and close to 8000 Newfoundlanders will be trained. Another \$2 million will be spent to train 4000 people through the Canada Manpower Industrial Training Program.

We know that there are some problems with our training program in that not all trainees find work in a related field when they graduate. Our forecasts of the number of trained workers required in a particular field are worked out in close consultation with the Provincial Government. We admit they are not perfect but forecasts never can be. However, I assure you we are constantly trying to refine our techniques.



If we produce more trainees than we have jobs for, we have not, of course wasted our money. Training in and of itself is a good thing. It gives people the discipline they need to either go on for further training or take a job in another field and be a better employee as a result of their training experience. Or, if there are no jobs available in his hometown, an individual can, if he is willing, travel to other places where he can use these skills.

Unemployment Insurance benefits are the final element in our efforts to relieve the burden of unemployment. They can never be a substitute for work but they are indispensable as a buffer against temporary wage loss -- particularly in Newfoundland.

Canada's Unemployment Insurance Program is as good as any in the world and is widely acknowledged as far better than most. But, like most programs, it can be improved upon. That is why we are continually reviewing our policies and procedures to make sure they are both effective and fair. The proposal to extend the eligibility period for U.I. benefits from eight to twelve weeks grew out of these efforts to make the program more equitable. It is an attempt to have U.I. serve better those who need it the most.

It is understandable that, in this province, where U.I. benefits are so important to the well-being of individuals and the economy, there is some concern about the effects of this proposal. Some fear it will have an adverse impact on Newfoundland because of the seasonal nature of your work force. Others fear it will increase the load on public assistance agencies.



This is precisely what we are trying to avoid. Most Newfoundlanders -- like most Canadians -- prefer to be paid for working rather than staying at home. If there are more jobs available, they will take the jobs rather than accept government assistance. Therefore, the funds we recover from extending the qualification period will be used for that express purpose.

We will put more cash into job creation projects to employ people in provinces like Newfoundland where people need jobs not hand-outs. I can say to you unconditionally that you will not lose as a result of the longer eligibility period. Speaking strictly in dollar terms, you will gain more in funds for job creation than you will lose in Unemployment Insurance benefits. In fiscal year 1977-78 if the U.I. amendments come into effect in the early summer, we expect a saving of some \$9 million in Newfoundland. But, we will be turning around and pouring \$16 million into Canada Works and Young Canada Works in Newfoundland. So that is a gain to you of \$7 million and the jobs they create.

I also firmly believe -- and I know you do -- that if jobs are to be created that are worthwhile and useful, the private sector must be involved as well. In Newfoundland, I am happy to say, my Department has a long history of good cooperation with the business community through the Chamber of Commerce. The Chamber has been our active partner in Operation Placement for students in the summer, in Job Experience and Training programs and in Cooperative Education projects. Now we have broadened this cooperation to include our job creation program. As part of our improving employment strategy, we have invited business to participate in the new Canada Works programs by sponsoring projects.



We enjoy close links not just in Newfoundland but all across the country. This was acknowledged in a recent letter to me from your National President, Mr. Panet-Raymond. Referring specifically to our combined efforts on behalf of student summer employment, he wrote: "In my view, it represents a rather unique example of business-government understanding, and I am pleased to note your confirmation that our joint efforts have been productive."

He went on to say that, "The most recent programming initiative, "Job Exploration by Students", is particularly worthwhile in that it employs an existing private sector infrastructure rather than creating one in order to deliver a needed program." It's nice for a change to have the business community complimenting the government on its efficiency!

I personally value this good and close working relationship very highly. We need not only your support for our initiatives but we need your expertise and your involvement in creating jobs of long-lasting value to Canadians. It is, after all, in your sector -- the private sector -- where most Canadians must ultimately find jobs. And if their job creation experience is productive, their transition to the private sector should be easier.

Before I leave the subject of job creation, I want to lay another



ghost to rest. From time to time, we hear criticism of the way in which funds are allocated to the various constituencies under our job creation programs.

Allocation of funds for projects is a very tough problem. No matter what formula we devise, someone is bound to see problems with it. But we have had considerable experience in this area now and it shows in the formula we have come up with this year. It is eminently fair and as a result it gives Newfoundland, in particular, and Eastern Canada in general a very good break indeed.

In setting up this formula for allocation, we felt that Statistics Canada's monthly Labour Force Survey was not adequate for Eastern Canada because, among other things, it does not count part-time workers as unemployed. On the other hand, we didn't feel we could use unemployment insurance claimants as a base across the board because, for example, they don't include some young people who are looking for jobs but don't qualify for U.I. benefits.

So we drew up a formula that says, in effect, that we will use either the labour force survey or the U.I. benefits statistics, whichever is greater.

In the case of Newfoundland, you benefit by almost 50% by using U.I. statistics.



And regardless of what calculation is used, if there is an unemployment rate below 5% in a constituency, then a minimum of \$50,000 in job creation funds is allocated. Above 5%, \$100,000 is the base. I think it's important that you understand how we arrive at these allocations and that you not allow yourselves to be misled.

But effective job creation is not just a matter of the right number of dollars getting to the right areas. We all know that, to be effective, job creation programs must also be imaginative and innovative. That, of course, is one of the great strengths of our Canada Works and Young Canada Works programs. These projects are not dreamed up by a bureaucrat sitting in Ottawa. They come from the people in the communities, they aim to serve local interests and they will be supported and nurtured by local businessmen through organizations like the Chamber of Commerce.

I can't think of a better way for individuals in a community to come together and help one another. It continues the tradition of neighbourliness which has been forgotten somewhat in modern, urban life. I'd like to add that, in my opinion, the projects that have been introduced in Newfoundland are among the most innovative anywhere.

Let's take a look at a couple of them, just as examples.

In this constituency last year, through the Local Initiatives Program,



26 Newfoundlanders at Brent's Cove worked on a project to build a community wharf and fish processing unit for fishermen of the community. The federal contribution was \$107,000.

At Main Brook, \$100,000 funded a project to provide a water system, install pumps and a chlorinator and put up a building to house it. Thirty-six people worked on that one.

There were projects of all shapes and sizes throughout this riding which created more than 600 jobs.

In all of Newfoundland, there were some 360 projects -- construction, engineering, parks and forests, artistic, educational, health services, sports and recreation, research -- projects answering the needs of communities large and small and creating thousands of jobs that provided wages for men and women who otherwise would have been unemployed.

At the same time as I acknowledge how valuable job creation projects are, I am also well aware that most Canadians want permanent jobs. They want to work, they want to establish themselves in careers and we -- business and government -- must help them.

A good example of our joint efforts can be found at the Price Abitibi paper mill. As most of you know, the company is modernizing its ground wood refiner system and a number of jobs and therefore workers will be affected. I am happy to say that the employer has decided to take



advantage of our Industrial Training program to retrain the employees who will be dislocated by these changes.

Through our Consultative Service, Manpower officials have also been active in the Buchans Task Force which is looking into the problems at the American Smelting and Refining Company. Manpower consultants also worked very closely with Consolidated Rambler Mines at Baie Verte to try and resolve some of the problems affecting the workers there.

This is the kind of cooperation that is most effective -- the day-to-day working together. We can help in situations where companies are forced to consider laying off workers. So keep us informed and call on us when you have problems that will affect your employees.

We have a great deal to learn from each other and that is the main reason I am here today. I want to know what you think of our programs, and I expect to hear what doesn't sit well with you. But, most important, I want to know how you would improve on what we're doing. If you have better ideas, believe me, we are not above stealing them.

I particularly want to hear your thoughts on how we can create more permanent jobs. You are the business leaders. The private sector has the greatest capacity to generate productive employment. That's why I have been speaking to businessmen all across the country. I was in Calgary a couple of weeks ago and St. John's this morning talking to businessmen in both cities. I want to get us working together to solve the unemployment problem.



When I was in Calgary, one employer said to me, "U.I. dollars are bitter dollars". Those of you here in Newfoundland know better than an Albertan just how bitter they are. The Federal Government, and my Department in particular, is trying in a number of different ways to give Newfoundlanders useful jobs instead of just a U.I. cheque. If we succeed it will be in large part because we have had the support of businessmen like you.

Thank you.



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## Pour publication

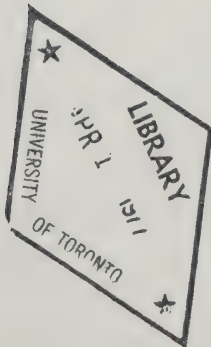
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## Introduction

Mr. Speaker, I am sure all Members know that the genesis of this Bill dates from an announcement made by my predecessor, the President of the Treasury Board, just over three years ago. On September 17, 1973, he informed the House that the Government was launching a fundamental review of immigration policy in the widest possible context as a first step towards the preparation of modern legislation on which to base the future conduct of Canada's immigration programme. The process that undertaking set in motion has involved an unprecedented nation-wide debate. Literally thousands of organizations and individuals across the country responded to the Government's invitation to submit briefs. Conferences and seminars were organized with the support of my Department. And throughout the entire period provincial governments have been closely consulted.

The contribution of the special all-party Joint Committee of Parliament, created to examine the Green Paper which was issued early last year, deserves particular mention. The Report that Committee submitted in November of 1975, after an extensive programme of hearings, provided invaluable guidance in the framing of the present Bill, both as regards its general philosophy and on innumerable points of detail. I would be remiss if I did not stress how much this Bill owes to the tireless efforts of the members of the Special Joint Committee in sifting the views they received from Canadians from so many walks of life, and from so many organizations.



The results of their work are in a very real sense manifest today, since very nearly all the recommendations in their Report find themselves reflected in one way or another in the Bill before us now.

#### Need for a New Immigration Act

Before discussing in any detail the major provisions of the Bill, I can think of no better way of providing an overview of its basic intent than to list some of the essential features of the Bill, contrasting these with the situation existing under the present Act of 1952.

The Bill in Section 3 lays down in clear terms the basic objectives which the Government considers should govern Canadian immigration policy now and in the future. This statement of objectives is not a pious preamble, but an integral part of the proposed Act. The substantive provisions of the Bill flow directly from one or more of the objectives established in this section. What the Bill does here, then, is to establish a charter for the entire legislative edifice. Section 3 is the foundation, not only for the Bill itself, but for the regulations which will be made under the statute.

This, I think, is a most important innovation. The present Act contains no such statement of positive purpose. It is anomalous that the law on which such an important social and economic programme rests should be silent about the positive purposes immigration must promote. The current law merely tabulates methods for controlling the entry of people to this country. This Bill sets out the essential reasons why Canada is a country of immigration, states the underlying principles that must inspire this major programme, and specifies the national goals which all our activities



in the field of immigration must be designed to support. I will have occasion to refer again to this key section of the Bill. I wish for the moment simply to draw attention to the fact that for the first time immigration law will enshrine such fundamental principles as non-discrimination, respect for the family, humanitarian concern for refugees, and the promotion of national economic, demographic, social and cultural goals.

Secondly, the Bill abolishes a host of provisions which are totally archaic and unjust. Although there are many points at which the current Act is outdated, this is particularly true in its approach to the prohibited classes. The present Act, which has remained virtually unamended since it was passed in 1952, contains prohibitions that are universally acknowledged to be harsh and incompatible with contemporary Canadian values. The Bill removes these offensive prohibitions, notably the bar against epileptics, the mentally retarded and those who have been inmates of mental institutions. It also replaces the obsolete criterion of "moral turpitude" with objective criteria based on the provisions of Canada's Criminal Code.

Thirdly, in contrast to the present statute, which makes the crucial question of the volume of the immigration movement entirely a matter for administrative decision, the Bill establishes a system under which the level of immigration to this country will become a matter for open decision-making by the Government in consultation with the provinces.

Fourth, the present Act confers very wide regulation-making authority on the Government and the Minister, and is deficient in



the guidance it provides for the exercise of discretion by immigration officers. The new Act rectifies this unsatisfactory situation. It establishes through the statement of objectives an explicit policy framework to which everything done under the authority of the legislation must conform; and it spells out precisely and circumscribes specifically the ground to be covered by regulations.

Fifth, given the important place which refugee policy occupies in Canada's immigration practice, and our outstanding record in assisting refugees, it is a curious fact that the present Act makes no mention of this subject. The Bill incorporates for the first time in Canadian law a regime for protecting refugees in conformity with our obligations under the United Nations Convention, and establishes a refugee class.

Sixth, the Bill includes measures to protect Canada against dangers, unfortunately a feature of the contemporary world, with which the provisions of the current law are inadequate to cope. In particular it contains essential safeguards against terrorists and subversives to replace the provisions of the Temporary Security Bill which expired at the end of last year.

Finally, the Bill is sensitive to the need to safeguard the civil rights of those who are subject to immigration proceedings. Notably it introduces an important restructuring of the inquiry process as well as a more supple and humane approach to the methods for excluding or removing those persons who are found ineligible to enter or remain in this country.



Mr. Speaker, having touched on the highlights, I should like now to discuss more fully a number of areas where the Bill breaks new ground.

### Immigration Levels

Section 7 requires the Minister, after consultation with the provinces "and such other persons, organizations and institutions as he deems appropriate", to announce annually the number of immigrants which the Government considers Canada should admit over a specified time period. This important provision responds to two distinct but closely related considerations. It implements the system I mentioned earlier of open management by the Government of immigration volume, which will replace the practice of essentially administrative control which has thus far governed the total number of immigrants Canada admits. And it will permit the Government to give effect to one of the important objectives stipulated in Section 3, namely that immigration should be related to long-term planning with respect to the growth of Canada's population.

Let me deal first with the question of management. In a central recommendation, the Report of the Special Joint Committee concluded that, and I quote, "...there should be a shift from the present immigration system which permits the admission of everyone meeting certain criteria without regard to total numbers, to a more managed system capable of regulating the total flow". From the public debate the Special Joint Committee drew the conclusion, rightly I think, that most Canadians believe that there should be a legislative means to predetermine the rate and volume of immigration to this country.



The public debate revealed no clear consensus as to what that volume should be. But there was wide agreement that our immigration system should not be open-ended as to numbers, and that it would be desirable that, within a system which makes full provision for consultation, family reunification and the non-discriminatory application of selection procedures, the Government's intentions with respect to the total volume of immigration should be the subject of an open policy determination. Within the framework of the Act, Section 7 fully respects these considerations.

Over the post-war period the volume of immigration to Canada has fluctuated widely, ranging from a high of 280,000 in 1957 to a low of just over 70,000 in the early '60s. Wide year-to-year fluctuations in immigration volume are undesirable on several grounds. They complicate rational labour market planning, impose unpredictable strains on community services such as housing, schooling and the like, and render difficult sound decisions with respect to the deployment of immigrant processing resources abroad. It will be one of the Government's objectives in implementing the new system of setting immigration levels in advance to avoid the high peaks and low valleys which have characterized immigration patterns in the past.

A highly significant aspect of this new arrangement will be its contribution to the creation of a new era of collaboration between the Federal Government and provincial governments in the immigration field. Immigration is a national programme which must be responsive to the needs of all regions of Canada. Constitutionally it is a field which, while it has primacy of jurisdiction, the central government shares with the provinces. Annually announced immigration levels will be the visible end product of a regular and mandatory process of federal/provincial consultation which I am convinced will



make the future administration of the programme more sensitive than heretofore to the aspirations and requirements of all parts of the country.

Besides improving our capacity to manage the immigration movement in conformity with shorter-run requirements, economic and other, the advance determination of immigration levels will establish an indispensable framework for planning long-term demographic growth nationally. Whereas the Minister, in accordance with Section 7, will be required each year to announce a forward figure for immigration, I envisage that the specified period covered by the announcement might well be longer than a single twelve-month period. Thus, for example, in making his annual announcement the Minister may find it appropriate, in the light of the consultations he has held, to announce a planning level covering a five-year period. This figure in turn would be subject to revision in the annual announcements he would be making in subsequent years.

Accordingly the arrangement will allow a very considerable measure of flexibility in determining both the actual level of immigration in any given year, as well as an opportunity to revise the longer-term level in the light of changing circumstances. It would be obviously a serious error to lock ourselves in to any set figure with respect to the contribution immigration should make to Canada's population growth. Our system must respect the fact that the factors that go to make up population policy are dynamic, variable and unpredictable. Equally, we should be in a position to plan ahead in the light of the best data available at any given moment, and after full consultation with all those institutions of our society with a vital interest and responsibilities in the immigration process.



Since introducing the Immigration Bill on November 24, Mr. Speaker, I have been frequently asked what figure the Government intends to set with respect to the future level of immigration to Canada. From what I have just said, I hope Members appreciate that this question may betray a certain misunderstanding as to the basic purpose of this legislation. It is not its purpose to enable this or any other government to fix for all time some preconceived "ideal" number for immigration to Canada. If there is a "right" figure it will emerge only after consultation, and will be set only in the light of a judgment as to the national interest given the circumstances then prevailing.

But I acknowledge that Members may properly expect me to indicate the results of the demographic studies we have pursued over the past few years, and the preliminary conclusions we have reached after discussing this subject with provincial authorities. As my predecessor in this portfolio has more than once suggested publicly, our general conclusion is that, of all the options open to Canada at the present time, the case for a moderate rate of population growth is the best. Canada's position internationally as a major food producing country, our estimate of future energy demands, the need to upgrade both the quantity and quality of housing - these are only a few of the most significant factors that have entered the Government's calculations in reaching this conclusion.

It is through immigration that federal policy operates most immediately on population growth. Immigration has been an increasingly important component of annual population growth over recent years. If fertility rates remain at or close to current low levels, an annual figure



for immigration from now until the census year 2001 equal to the post-war immigration average to date, would mean that the Canadian population would grow from its present level of around 23 million to between 28 and 30 million by the end of the century. Expressed as an average yearly growth rate, this would represent approximately 1% annually (which compares to the 1974 rate of 1.6%).

This rate of population increase would, in the Government's view, fairly meet the criterion of moderate growth, as contrasted to either a slow or accelerated rate. Translated into immigration figures, it would indicate an average - and I stress the word average - range of something of the order of 140,000 to 150,000 immigrants annually. - Last year we received 149,429 immigrants .

Clearly I would envisage considerable year-to-year variations from such an average, either upwards or downwards, according to national requirements, including unforeseen refugee developments, and so on - although, as I have said, we would aim to avoid violent fluctuations. But the main point, I hope, is evident: the Government's present view of the role immigration should play in Canada's future population growth does not entail any departure from the position Canada has occupied since the end of the last war as a significant immigrant-receiving country.

#### Geographic Distribution

Of the demographic characteristics which will affect the future well-being of Canadian society, the distribution of our population geographically is likely to prove just as significant as its total size, if not more so. In common with the situation in most countries, Canada is becoming increasingly a country of city-dwellers. Should present trends



continue, between 80 and 90% of our people will be concentrated in urban centres by the year 2000, as compared to 75% at the time of the last census in 1971.

All the available evidence points to the heavy costs associated with the over-concentration of population on the one hand, and its inevitable concomitant, de-population, on the other. The achievement of more satisfactory distribution patterns for Canada's population poses formidable problems. But it is a challenge which I believe all levels of government must take up. There are some very recent indications that metropolitan growth rates may be tapering off somewhat. If indeed such a trend is in the making, it must be encouraged and strengthened.

Although the Federal Government can provide leadership in this field, most of the levers that directly affect settlement patterns are in the hands of the provinces. For example, resource development and land use policies in general fall within provincial jurisdiction. Accordingly, to develop and implement a long-term strategy to promote the most beneficial distribution of Canada's population, active collaboration between all levels of government is imperative. Eventually, I can envisage federal-provincial agreements as providing a framework through which we could jointly work to achieve national demographic goals.

Meanwhile the Government believes that immigration law should be framed in such a way that the immigration programme can support whatever policies are developed in collaboration with the provinces to promote the most rational distribution of Canada's population over the years to come. I reject the notion that immigration is either the cause of



population imbalances, or that immigration can be the solution. At the same time it is evident that a wider dispersal over the long term of the immigrant movement would be advantageous as we seek to restrain the forces behind metropolitan expansion and favour the development of smaller communities.

Here the cardinal principle to which I subscribe is that people, whether native-born Canadians or immigrants, follow opportunities. The best and most effective way to encourage immigrants to make their new homes away from the major centres is to provide incentives for them to do so - employment prospects, schools, a welcoming community. In addition, I concur with the Special Joint Committee's conclusion that our selection standards should accord some weight in favour of those who are willing and qualified to take jobs in communities which have been designated, after federal/provincial consultation, for expansion in population terms. It should be self-evident that the process of designating communities for this purpose will require very careful study. It would be both wrong and futile to steer newcomers to Canada towards places which did not afford the prospect of a full and satisfactory life in every sense.

The new immigration legislation will do three specific things to assist a wider settlement pattern for immigrants. First, it provides for immigrants to receive their status as permanent residents - landing, as we call it - when they arrive at the destination in Canada which they chose when they were selected abroad. This would be a change from the present practice of granting landing at the port of entry - which more



often than not is an airport in one of our major cities. This change may, we believe, operate as a modest factor in encouraging immigrants to stick to the destination which they gave during the selection process, rather than changing plans and settling immediately elsewhere.

Secondly, it is the Government's intention that the revised selection standards - the points system - which will be the subject of regulations under the new Act, will include selection points which may be awarded an immigrant who is destined to a designated community. The application of the selection criteria in this respect, and the priorities which will be applied to facilitate the movement of certain categories of immigrants, are matters which I assume will be discussed in detail when the legislation is in Committee.

Thirdly, Section 14 will allow an immigration officer to attach such conditions as may be prescribed in detail under the Act to the grant of landing. Insofar as the question of settlement is concerned, for example, this section would allow a residence requirement of up to six months in the case of an immigrant who has been selected as a result of the additional points received for the designated community factor, and who benefits from priority processing as a result. It may also be found advantageous to prescribe conditions in certain other areas. For instance, an immigrant selected because he or she agreed to take up a specific pre-arranged job could be granted landing on the condition that this specified employment undertaking was fulfilled. The Bill provides that any such conditions in the case of immigrants would expire automatically after six months, and affords ample opportunity, if reasonable grounds exist, for the immigrant to seek relief from or changes to the conditions imposed.



## Visitors

Mr. Speaker, immigration law must regulate the admission, not only of the immigrant but also of the millions of people who visit Canada each year for some short-term purpose. Section 3 of the Bill acknowledges that one of the purposes of immigration policy is to facilitate the entry of visitors into Canada for the purpose of fostering trade and commerce, tourism, cultural and scientific activities and international understanding. At the same time it is important to ensure that the welcome Canada extends visitors is not abused. The Special Joint Committee was impressed by the need to prevent our immigration system being circumvented by people coming to Canada as visitors with the intention of residing and working here illegally. The Bill, I believe, meets the concerns expressed by the Committee on this score. It makes it a specific offence for an employer knowingly to hire a person who is not authorized to work here. This provision ties in with the new social insurance number system, which identifies persons who are not Canadian citizens or permanent residents, and thus alerts the employer that he must verify that the person concerned is in possession of a valid employment visa.

Again following a recommendation of the Special Joint Committee, the Bill requires every visitor who wishes either to work or to study in Canada to obtain the requisite authorization from a visa officer overseas before seeking admission. With few exceptions, which will be specified in regulations, visitors already within Canada will not be eligible to apply to take temporary employment or to enrol in educational institutions. Any visitor who, without the necessary authorization, takes employment or enrolls in a course of study becomes liable to deportation.



There are other provisions in the Bill which complement this scheme and reinforce the basic principle that visitors enter and remain in Canada as a matter of privilege.

To balance the measures designed to combat illegal immigration, the Bill introduces new bonding and security deposit provisions designed to facilitate the admission of those visitors who may find it difficult to satisfy the examining officer at the port of entry as to the purpose of their visit. Under present law an officer is empowered to take a cash bond from the person concerned in such cases as a guarantee that he or she will leave Canada when the authorized period of the visit expires. This Bill extends the type and source of security which may be deposited to cover security other than cash which may be deposited either by the person seeking admission or by a third party, such as a friend or relative in Canada. In brief, the Bill provides for greater control over potential illegal migrants, without adding to the requirements which must be met by the genuine visitor.

#### Procedural Safeguards

As I indicated at the beginning of my remarks, the Bill introduces a number of significant procedures designed to guarantee the fair treatment of those persons who may become subject to exclusion or removal from Canada. In the first place, it eliminates the present distinction between persons coming from overseas, who enjoy a full inquiry and have the right to counsel, and those coming from the United States or St. Pierre and Miquelon who are subject to a truncated procedure, known in the present law as a "further examination", with no right to counsel. The Bill makes the full inquiry a universal procedure, regardless of the country from which the person seeks admission to Canada.



A very important change concerns the restructuring of the inquiry process itself. The special inquiry officer will be replaced by an adjudicator who will be entirely removed from the process of developing the case against an individual subject to inquiry. The adjudicator's role will be to weigh the evidence adduced by the departmental presenting officer on the one hand and the person subject to inquiry or his or her counsel on the other. The duty of the adjudicator will be to act solely as an objective and impartial judge, to hear all the evidence, and to reach a decision according to the law.

I should also mention, Mr. Speaker, that the Bill introduces new provisions with regard to detention which will afford individuals who are detained under the Immigration Act safeguards similar to those found in the Bail Reform Act.

Finally, I should draw attention to the alternatives to deportation which the Bill provides. At a port of entry where the grounds for exclusion are relatively minor, the adjudicator will be able to issue an exclusion rather than a deportation order. The effect of the exclusion order will be to bar the return of the person to Canada for twelve months only; a deportation order, which will be used in more serious cases, will continue to constitute a permanent bar to admission unless the Minister gives consent.

Similarly, if a visitor already in Canada is found at inquiry to be removable, the adjudicator may issue a departure notice rather than a deportation order when only minor infractions of immigration law are involved. Once the person has left Canada in accordance with the terms of the departure notice, it has no further effect and the person needs no consent to apply for admission at a later date.



Safety and Security of Canada

Included in the statement of objectives in Section 3 is the recognition that immigration policy must protect the safety of Canadian society, and should deny the use of Canadian territory to those who may engage in criminal activity. This objective is implemented in revisions to the inadmissible classes which will enable us to deal more surely with the risks presented by the contemporary phenomenon of international terrorism, highjacking, kidnapping and the like. These revisions will also enable us to deal effectively with persons seeking to enter Canada who are known to be involved with organized crime but who may have eluded conviction.

Mr. Speaker, it is a characteristic of cases in the categories I have just mentioned that problems arise because evidence at the Government's disposal cannot be divulged at a normal inquiry for security reasons. It will be recalled that Parliament, through the passage of the Temporary Immigration Security Act, acknowledged that there were loopholes in the law in this area which needed to be closed. This Bill rationalizes the manner in which these difficult cases will be handled in the future, and provides as many procedural safeguards for the individual concerned as are consistent with the overriding need to protect the safety of Canada and Canadians.

Where it is a security case involving a permanent resident, the Bill establishes very special procedures. The current law provides for the deportation of a landed immigrant through the inquiry process, but does not adequately cover those very serious security cases which preclude resort to that procedure. Accordingly, the Bill makes provision for a



Special Advisory Board which will consider evidence submitted by the Minister of Manpower and Immigration and the Solicitor General. The individual concerned will be given an opportunity to be heard in accordance with regulations which will resemble those set out in the Public Service Security Inquiry Regulations. If the Board is satisfied that grounds for removal exist, it will report to the Governor in Council which may make the necessary deportation order.

### Conclusion

Mr. Speaker, there are several important aspects of this legislation which deserve more attention but which it is impossible for me to cover adequately at this time. Because of the complexity of some of these issues, I believe that their detailed examination had best be reserved for the Standing Committee on Labour, Manpower and Immigration, to which I hope it will be possible to refer the Bill after appropriate debate and where it would be my intention to discuss the substance of the more important Regulations.

One complicated area which I know the Committee will wish to discuss in detail is the regime the Bill provides to protect refugees.

Another, less complex, but about which some concern and misunderstanding has become evident, is the provision in the Bill which can require persons other than Canadian citizens to be fingerprinted under certain circumstances. Many immigrant-receiving countries routinely require applicants for visas to be fingerprinted. We certainly do not intend to go that far. Fingerprinting will be the exception rather than the rule, used only where there is doubt about a person's identity or his possible involvement in criminal activity. For persons in Canada we will fingerprint as a matter of routine only those who have been ordered removed from Canada. The two other situations in which we will require fingerprints are when a person is



arrested under the Immigration Act, or when a visitor requests a change in or extension to his status and, in either case, the person is unable to satisfy the immigration officer of his identity. It will therefore be a rarity for a permanent resident to be fingerprinted. In all cases, when the fingerprints have served their immigration purpose, they will be disposed of under the normal file retirement programme.

Another complicated area which the Committee will wish to study in detail is the revision of the selection standards which, of course, will be a matter for regulations. On this subject, I will only say now that the recommendations of the Special Joint Committee appear to provide a very solid basis for a new point system.

I can not neglect to mention at this time the strident criticism of the Bill put about by a few small groups in Toronto and Montreal, claiming that the Bill is racist, discriminatory, repressive and reduces the civil rights of visitors, immigrants and citizens alike. Mr. Speaker, I have examined those accusations in some detail, being alarmed by their shrillness. I am satisfied that the groups concerned have not only misinterpreted the Bill's provisions, but also, I have been forced to the sad conclusion that their reports constitute a deliberate and shocking attempt to discredit the Bill. I propose, if the Committee has any interest in pursuing the matter, to demonstrate to the Members the exaggerated and frequently completely invalid nature of those criticisms.

Mr. Speaker, I have not in these remarks addressed the question of family immigration since the Government's present intentions with respect to the expansion of the family class and the admission of more distant relatives were the subject of a communication addressed to all Members at the time I introduced the Bill. In brief, the new family class



will include those relatives who are now sponsorable, plus parents of any age when sponsored by Canadian citizens. Additionally the Government proposes that those relatives eligible for nomination will continue to receive under the new regulations the same level of preference they now enjoy.

It only remains for me to say that I am convinced that this legislation will provide a strong and imaginative foundation on which to conduct Canada's immigration programme in the future. I wish again to express my appreciation to those Members on both sides of the House who have already made a signal contribution to this Bill through their participation in the Special Joint Committee. I trust that the Standing Committee can complete its examination of the Bill during the first months of the new year to enable the House and Senate to pass the legislation by the middle of 1977.







Canada Dept. of Employment and Immigration  
[Minister's Speeches]

SPEAKING NOTES FOR NOVA SCOTIA



The agreement which Mr. Lalonde and I are signing with you today is a tangible expression of the good will and constructive relationship which exists between the federal government and the government of Nova Scotia.

This spirit of co-operation has assisted both governments to establish successful federal-provincial programs in a number of fields. This has certainly been the case with many other aspects of the Commission's activities, and I know that in the coming years that the immigration program will also benefit from this co-operation.

Besides improving the immigration program, this agreement has a broader significance. It demonstrates the federal government's creative approach to constitutional matters.

There has always been provision within the British North America Act for concurrent jurisdiction with respect to immigration. In recent times, however, most provinces have not become directly involved in the immigration program. Therefore, in developing the new Immigration Act, 1976, which will come into force in April, we deliberately designed the new law to permit the provinces to play a positive role in the program.

This agreement is a first step towards the realization of this role for Nova Scotia. The agreement establishes a joint federal/provincial immigration committee to assure continuing co-operation between the Commission and the province in matters of immigration, demography, and employment relating to immigrants as well as with respect to foreign temporary workers, and foreign students. The committee will also deal with the priorities for processing immigrant applications, and will facilitate the exchange of information and the development of joint research and evaluation projects.



This committee will also be responsible for advising me of the provinces' views regarding the immigration level to be established under the Act. In addition, the committee will provide a mechanism for consultation on policy implementation. These responsibilities and others outlined in the agreement will give Nova Scotia an important role in the management and planning of the immigration movement.

In the months to come, as we work together, we will be able to identify other activities which may be assumed by the province. Eventually, I expect that the province will want to expand its role by taking on other immigration responsibilities. The agreement we will sign today therefore provides for a more comprehensive agreement, and I look forward to its development.

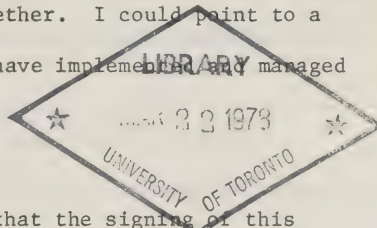
It only remains for me to pay tribute to the spirit of harmony and co-operation of our discussions with Mr. MacEachern, Mr. Fitzgerald, and Mr. Mitchell.



MINISTER'S SPEAKING NOTES FOR SASKATCHEWAN

Canada Dept. of Employment & Immigration  
3/1/73

I would like to pay tribute to the spirit of co-operation and goodwill which has characterized discussions between the federal government and the government of Saskatchewan. Of course, this is not our first experience in working together. I could point to a number of successful programs which we have implemented and managed together.



Yet I would like to believe that the signing of this Agreement today signals a new era in federal-provincial relations not only for immigration, but also for a number of other vital concerns which have emerged in recent months. I am thinking in particular of our economic problems, unemployment, and the special problems we face with respect to our native peoples.

We are here today to sign a federal-provincial immigration agreement. The foundation for this Agreement was laid some time ago, when the new Immigration Act was first drafted. This new legislation which will become law some time in April, was shaped in such a way as to give full recognition to the concurrent jurisdiction provisions of the B.N.A. Act. Accordingly, the new Act contains provisions which encourage and facilitate direct provincial participation in immigration.

This Agreement with Saskatchewan establishes a joint federal-provincial immigration committee, which will be the mechanism through which the governments of Canada and Saskatchewan will discharge their



respective responsibilities under the new Act. The committee will also advise me on annual levels of immigration, and will serve as the consultative mechanism for the implementation of policies respecting admission of both immigrants and temporary workers.

Another of the major functions of the committee will be to ensure that newcomers to Saskatchewan will become successfully settled and integrated. Although immigration recruitment and selection procedures are designed to ensure that immigrants to Canada will be able to adapt quickly to life in our country, I think both our governments recognize that refugees and some others may require settlement assistance. For this reason, the Agreement outlines the responsibilities of each government toward these people, and provides for joint co-operation with agencies providing services for immigrants.

The Agreement provides that the governments of Canada and Saskatchewan will consult on immigration applications from prospective entrepreneurs. The Agreement also gives Saskatchewan decision-making powers with respect to designation of occupations, and to the admission of foreign nationals for medical treatment in Saskatchewan.

I think that you will agree that Saskatchewan will, as a result of this Agreement, have an important role to play in the management and planning of future immigration programs. Mr. Lalonde and I welcome the participation of your province and consider it to be an important step towards a new era in federal-provincial co-operation.





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NOTES FOR A SPEECH

BY THE

HONOURABLE BUD CULLEN

MINISTER OF MANPOWER AND IMMIGRATION

BUDGET DEBATE

MONDAY, APRIL 4, 1977







Honourable Members may recall that, when I introduced our Employment Strategy in the House last October, I pointed out that no priority is more important to this government than helping Canadians to find work. That commitment was valid then, and it is valid now. It has been reinforced by the announcement made by the Minister of Finance about our plans to increase funding for the Employment Strategy.

As I have previously pointed out, the Canadian economy, despite recent high unemployment, has been showing considerable growth in the number of private sector jobs available. In the past two years employment grew by about 200,000 each year - a greater growth than occurred in the middle and late 1960's when unemployment rates were below 5 per cent.

Our basic problem continues to be the influx of young people and women into the labour market. Our labour force grows faster than the number of job opportunities the economy is generating. That is the fundamental reason why unemployment has grown and why we have abnormally high unemployment rates this winter.



In outlining the five-year Employment Strategy last fall, I pointed out that one of its key features would be flexibility. We plan to expand or contract our Employment Strategy investments as necessary, to add or subtract program elements, and to ensure that the general shape of the strategy is continuously appropriate to the labour market and economic circumstances which prevail from time to time.

Accordingly, we have maintained a close watch on the economic circumstances, and on the performance of the programs in the Employment Strategy. This close watch and continuing review has twice enabled us to determine that increases, particularly in the direct job creation component of the strategy, were both desirable and warranted.

The first occasion occurred last December when I announced a doubling of the Local Initiatives Program to the level of \$200 million. We are now benefitting from the consequent increase in employment and will continue to do so through June, when the program ends.



Last Thursday, the Minister of Finance announced, as part of the government's general approach to the management and recovery of the economy, a further increase of \$100 million in our commitment to the Employment Strategy, bringing the funding for this year alone to a total of \$458 million.

Taken in conjunction with our other important investments in employment programs, we will be expending some \$1.2 billion on programs either to train people for jobs, or help them find jobs, or to make jobs for them. There are very few countries in the world which do as much in either absolute or proportional terms.

There are, I realize, some who would have us do vastly more - launch some sort of job creation program or perform some miracle of fiscal policy that would, theoretically, guarantee a job for everyone who might want to work. There are those who will say that what we are doing, despite its scale, is far too little.

It would indeed be wonderful if we could abolish unemployment with one blow. I want to assure Members that if such were possible, we would do it.



The alternatives have been carefully canvassed, and reviewed, and considered. There is simply no easy means of achieving all our objectives at once.

A gigantic program of job creation, running into the billions of dollars, is not a practical proposition, because there are limits to the feasible scope of any one approach to the reduction of unemployment. But it is not practical, as well, simply because there are limits on the degree to which governments can increase their spending without both inflationary and broad social consequences.

Even those European countries which have been most deeply committed to the notion of full employment have found that they cannot guarantee it. Some of them have attempted to reduce their own unemployment by sending foreign workers back home - a deliberate policy of exporting their unemployment. Other countries have launched crash programs only to find that much of what they are doing has no effect - they are simply paying to create jobs that would have been created anyhow. Still others have adopted policies which seem to have some limited success in maintaining employment but at the cost of productivity and international competitiveness.



Our Employment Strategy has been formulated with these realities in mind, and I believe that we can take pride in its good sense and success. We have developed a realistic Employment Strategy which contains elements directed toward fundamental long-run problems as well as the immediate needs for job creation. It is accompanied by an immigration policy which brings to Canada people who are needed to work rather than an excess of people to swell the ranks of the unemployed, or be sent home when not wanted. The employment-related programs within the strategy have very little "substitution effect" - the money goes to creating new jobs, not to paying for things that would be done in any event. They are probably more precisely aimed at real problems than those of any other country.

I would like to be able to say that our Employment Strategy will itself bring the country to full employment levels - but that is beyond the capacity of any set of programs or the immediate power of any government.

For one thing, we simply do not have the funds. Our Employment Strategy will altogether create over 600 thousand



man-months of employment. To reduce unemployment to some target level of 5 per cent or 4 per cent, even through these highly efficient programs, would cost literally billions. Nobody, I am sure, would suggest that these billions should be found by cutting out other federal programs which are so important to our economic and social wellbeing. Nor could we add the vast sums which would be required to existing government expenditures.

We must, and I believe can, learn to use our resources even more wisely and more productively.

Our dilemma is that we face real limitations on what can be expended for training and job creation, at the same time as we must pay far larger sums to sustain those who lack either jobs or training. We are, through the new unemployment insurance legislation, moving to permit people to use these income maintenance payments in the most productive way possible - to take needed additional training or participate in job creation projects. The financial linkage of our unemployment insurance,



training, and job creation systems offers great potential scope for the future. It is a way of providing people who are unemployed with training and with jobs, rather than cheques. If we are successful, we will be able to reduce unemployment more without increasing the level of our expenditures.

Our priority at the moment, however, must clearly be to add to the number of jobs available. Virtually all of the increase in our Employment Strategy funding will go to programs that create new employment, often with an experience or training component, in either community or private sector work.

We are accordingly immediately adding about \$50 million to the Canada Works Program, to bring it to a full quarter of a billion dollars. This increase to the Canada Works Program has been made possible by the enthusiastic reception which the "first round" received. Over 8,200 applications have been submitted, to a total value of some \$435 million. The increase will permit the Ministerial Advisory Boards to recommend the funding of approximately 3,150 projects on this first round with the assurance that there is still no general shortage of good projects to choose from.



The high quality of the projects is a critical element in the success of a sound job creation program. I have been most pleased with the extremely careful and responsible job that the Ministerial Advisory Boards have been doing in prioritizing projects. I have also been happy with the increasing degree of federal-provincial collaboration in this area, although I feel that further strides can be made. The enthusiasm of the response, the high level of interest on the part of organized community groups and the private sector, the high level of focus on projects of lasting value, and the hard work of the Ministerial Advisory Boards are combining to produce what I believe will be not only the largest but also the best program of direct job creation which has been seen in any country.

Altogether, Canada Works will provide about 348 thousand man-months of employment to about 77,100 participants this year.

Twenty million dollars of the additional funding will go to Young Canada Works. Together with the previous allocation to this program, Young Canada Works will be using some \$50 million this summer to create jobs for approximately 32 thousand students.



This increase, again, is made possible by the strong public response to this program. A great number of high-quality projects have been submitted and it is clear that the Ministerial Advisory Boards have a large shelf of sound projects from which to select.

The total funding for Canada Works and Young Canada Works for this fiscal year will thus be some \$300 million. I will shortly be announcing the allocation of these funds to each constituency and asking the Ministerial Advisory Boards to come together again if necessary to select the projects most needed by both adults and students.

Another important route to jobs for students during the summer is the programs carried on by other federal departments under the Summer Student Employment and Activities Program. Last fall, we allocated some \$20 million to other federal departments for that program, and have approved some 17 different projects by eight departments. They range from parks programs, to student hostels, to programs for Indian and Inuit students, to cadet corps. For many students, they provide both work and an invaluable experience which is relevant to what they may do in later life.



We are increasing by \$10 million the provision for such programs this summer outside the National Capital Region. The responsible Ministers and I expect soon to announce the specific programs involved. I estimate, however, that this aspect of our Employment Strategy alone will provide employment for about 19 thousand students this summer.

I am also planning to increase our funding for the Job Experience Training Program from \$5 million to \$6.4 million this year. The summer component of this program is operated by Boards of Trade and Chambers of Commerce and provides work experience of up to nine weeks for potential school dropouts. The winter component provides young people who have left school with an opportunity for comparable private experience leading to permanent employment.

The Job Experience Training Program is a key response to the perennial problem of the young worker who cannot get a job without relevant private sector experience and cannot get experience without a job. Our earlier, highly successful, pilot projects with the private sector have demonstrated that the program works well in the summer, and I have every confidence that it will turn out to be just as successful this winter. It



is a good example of how the private sector and the federal government can co-operate, both to provide immediate employment for young people and to overcome their longer-run problems.

Although our funding increase at the moment is modest, I would like to see the Job Experience Training Program expand considerably. I hope that it may become one of the main instruments of a true partnership to reduce youth unemployment. I have received a number of interested enquiries from the private sector about how they can contribute even more to our Employment Strategy. If interest continues to build and it seems practical, I will be prepared to consider a reallocation of funds from other portions of the Employment Strategy to help provide young people with employment and training through this program.

I would like to be able at this time to announce an increase in the availability of our funds to help provinces launch co-operative education programs. Co-operative education, which ensures that students get relevant work experience and contacts with the private sector during the course of their studies, is one of the most hopeful avenues of approach for resolving youth employment problems. Co-operative education programs are not, though, always easy to start up. They take



a great deal of planning and collaboration and hard work to arrange.

I hope that our further consultations with the provinces on this matter may lead to productive applications for even more than the million dollars of co-operative education projects that we would hope to assist them with this year. Again, if that proves to be the case, I will be prepared to consider a reallocation of funds in that direction.

Most of our extra funding is, appropriately, being provided for the established direct job creation programs which I have mentioned. But I also plan to reserve a small amount - about \$3 million - for a new program which I hope to develop with the provinces and private industry.

For some years, we have witnessed the situation where we have at the same time high youth unemployment rates and shortages of skilled tradesmen. These skills take from three to five years to produce, by a mixture of training in industry and short courses in provincial institutions. The careers they open up are both interesting and increasingly well paid. Yet, despite the real attractions of these occupations, we in Canada have always had to import them from abroad. Each year, some 20 thousand skilled tradesmen enter Canada to fill jobs which would otherwise go begging. At the same time, our young people have an unemployment rate which, on an annual basis, is currently about 12.8 per cent. We simply must arrange our affairs in such a way as to bring



together unemployed young people and the continuing demand for skilled tradesmen.

I am determined that we will fill this gap. There are many difficulties in doing so - the long period of sometimes low wages that apprentices face; employer reluctance to face the high costs of training when their future needs for tradesmen may seem uncertain; reluctance on the part of some union locals to accept an expansion in the number of qualified tradesmen. These problems are all understandable; what we need is a means of overcoming at least some of them. I will be consulting with my provincial colleagues to see whether we can together develop appropriate means of helping industry to take on more apprentices and helping Canada by having more qualified tradesmen when we need them.

Altogether, the increment of \$100 million will bring the Employment Strategy expenditures for this year to over \$450 million. The over-all pattern of these expenditures this year reflects both where we feel the immediate priorities should go and the establishment of some new initiatives which may well become the mainstays of the Employment Strategy in future years.



Of the total sum, some \$422 million are to be spent on one form or another of direct job creation. They will generate 600 thousand man-months of employment and help to reduce our high unemployment rate without setting off another round of inflation.

Some \$27 million will be utilized for increased training under the Canada Manpower Training Program and the Canada Manpower Industrial Training Program. The remainder will go to increase the scale of programs that help people find or keep private sector jobs, including our Youth Employment Centre.

The Employment Strategy will also make a very considerable contribution to alleviating both the short- and the long-term problems of youth unemployment. Over \$96 million will be utilized this summer on youth-specific employment and training programs - nearly four times the \$24 million of last summer. If normal ratios prevail, close to \$250 million of our Employment Strategy will be used to help young people get jobs.

Through these various changes, we have greatly strengthened the capacity of the Employment Strategy to combat unemployment this year. The total number of people who will get jobs or training through it will be over 177 thousand. It will reduce



unemployment rates where they are highest and amongst the groups that have the highest unemployment rates. It will have an immediate and beneficial impact on the economy as a whole. It will do that without adding to inflation or pushing us beyond our means.

As I have indicated, however, the Employment Strategy is far more than just a series of measures designed to provide temporary jobs for those who need them. It is a co-ordinated set of measures, flexible in terms of its application, designed progressively to attack long-run structural employment problems as well as to bring down high immediate unemployment rates. It is a strategy, not just for the year 1977, but for the future as well.







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TEXT OF A STATEMENT

BY THE

HONOURABLE BUD CULLEN

MINISTER OF MANPOWER AND IMMIGRATION

TO THE STANDING COMMITTEE ON LABOUR MANPOWER AND IMMIGRATION

HOUSE OF COMMONS

TUESDAY, APRIL 26, 1977









April 26, 1977

Madam Chairman:

I wish to inform the Committee of the Government's decision to make two important changes to Bill C-27. I had intended to wait until the appropriate clauses were under discussion but it is obvious to me from the tenor of our discussion last week that it would facilitate the work of the Committee to announce our intentions now.

The inevitable dilemma that one faces in designing or redesigning the Unemployment Insurance Program is to achieve the best balance between the provision of adequate income protection, on the one hand, and the promotion of incentives to work, on the other. The amendments which were introduced in 1971 have, without doubt, provided more adequate income maintenance. At the same time, experience during the last five years points inescapably to elements within the program which have had undesirable effects on the operation of the labour market. Indeed, these effects have been identified and documented not only in our own Comprehensive Review of the program, but also in a wide variety of studies carried out by other organizations and individuals. The proposals we have made in Bill C-27 are designed to achieve a better balance in the program and I am convinced that they are basically sound.



Madam Chairman, in my remarks at the beginning of our committee discussions, I emphasized the importance the Government attaches to the recognition of regional differences in the design of the Unemployment Insurance Program. It is on this very question that the main concerns have been expressed about the particular formulation of the proposals we have made in Bill C-27. Specifically, representations have been made that the proposed entrance requirement of 12 weeks, and the curtailment of benefit entitlement in the Three Phase Benefit Structure, would have an undesirable effect on those regions of the country which suffer from high unemployment.

I have therefore undertaken a careful re-examination of the proposed amendments and have reached the conclusion that some further changes would produce more balanced results in the context of current economic problems and regional disparities. As a result of this review, I am pleased to announce that the Government has approved the following amendments to Bill C-27:

First, we shall provide an additional 12 weeks of regional extended benefit entitlement, raising this entitlement from the present proposal of 20 weeks to a maximum of 32 weeks. The additional weeks of benefit would be related to regional unemployment rates as indicated in Schedule B, attached to the copy of my statement which is before you.



Second, we shall introduce a variable entrance requirement ranging between 10 and 14 weeks of insured employment, depending on the severity of unemployment in particular economic regions, as indicated in Schedule A attached to my statement.

I should now like to explain our proposals in greater detail. First, let me deal with the proposed addition to benefit entitlement in the regional extended phase. In Bill C-27, we have provided up to 20 weeks of regional extended benefits. I continue to believe that these benefits would have been sufficient for most claimants with a relatively longer attachment to the labour force. I recognize, however, that problems could arise for those with a relatively shorter attachment to the labour force. For example, a "12 weeker" in areas of high unemployment would only be eligible for a maximum of 32 weeks of total benefits as compared with 44 weeks under the existing program. To meet this potential problem, we propose to expand the schedule for regional extended benefits by raising the maximum from 20 to 32 weeks. This maximum would be available when the regional unemployment rate exceeds 11.5% per cent. Under this new proposal, the "12 weeker" in regions of very high unemployment could still receive up to 44 weeks in total benefits.



It is estimated that 15 to 25 per cent of claimants in the high unemployment areas of the Atlantic provinces, Quebec and the Southern B.C. region would benefit from this additional entitlement.

Madam Chairman, the Government believes that this new proposal is reasonable, equitable and consistent with the general intent and rationale of the Three Phase Benefit Structure.

I now turn to our second proposed amendment concerning the entrance requirement. As I have indicated, we propose to introduce a variable entrance requirement. This, honourable members will recognize, constitutes a major departure from past practice. It does not, however, constitute a departure from the basic principle of reflecting regional differences in the design of the Unemployment Insurance Program. This principle is clearly recognized in regional extended benefits.

Our proposal in Bill C-27 to increase the entrance requirement from 8 to 12 weeks was based on an assessment that the current requirement, which is among the lowest of any country in the world, is contributing to and sustaining unstable work patterns and work disincentives. The Government continues to believe that the entrance requirement should be redesigned in such a way as to minimize these disadvantages. At the same time, we appreciate that



a fixed entrance requirement has a different impact in different parts of the country depending on conditions in local labour markets. For example, a higher entrance requirement affects a greater proportion of workers in the Atlantic provinces than in the Prairies.

It is the combination of the wide regional variations and the absolute severity of unemployment conditions prevailing in particular parts of the country which has led the Government to conclude that a variable entrance requirement would be the best response to current problems. The Government has examined a large number of options.

In selecting the 10 to 14 week option, the Government has had the following main considerations in mind:

- the minimum entrance requirement should be greater than 8 weeks even in areas of high unemployment in order to minimize the undesirable impact of unemployment insurance on work patterns:
- the maximum entrance requirement should be more specifically related to labour market conditions in areas of low unemployment



than is possible with the proposed fixed requirement of 12 weeks;

- the range of requirements between the maximum and the minimum should not be so large as to result in unacceptable differentiation between the various regions of the country.

Based on these considerations, the Government proposes a variable entrance requirement of 10 to 14 weeks. The minimum requirement of 10 weeks would apply in regions where the unemployment rate exceeds 9 per cent; the maximum of 14 weeks would apply in regions where the unemployment rate is 6 per cent or less.

Based on regional unemployment rates applicable in April, 1977, the minimum entrance requirement of 10 weeks would apply in all of the Atlantic provinces and all of Quebec with the exception of the Montreal Region. An entrance requirement of either 13 or 14 weeks would apply in Ontario and the Prairie provinces. Further details are contained in Table 1.

In the light of the observed employment patterns of most industries in the Atlantic provinces, the majority of workers should have little or no difficulty in meeting the higher minimum entrance requirement; neither should the higher maximum requirement cause significant difficulties in low unemployment areas.



Madam Chairman, there will, of course, be financial implications to the proposals we are making. Although the savings estimated from the amendments in Bill C-27 will be reduced from approximately \$275 million to \$135 million per year with a national unemployment rate of 8%, the Government considers that the proposals are justified in terms of providing the necessary income protection to individuals in high unemployment regions.

Most of the \$140 million reduction in savings will occur in the 5 provinces east of the Ottawa River. Tables 9 and 10 attached to this statement indicate comparative levels of savings under Bill C-27 as it is currently formulated, and as I propose that it be amended. At a national unemployment rate of 8%, the estimated savings from a mature system in a full year are reduced:

in Newfoundland, from	\$29 million to \$3 million
in New Brunswick, from	\$22 million to \$2 million
in Nova Scotia, from a savings of	\$10 million to an additional cost of \$3 million
in Prince Edward Island, from	\$ 5 million to \$1 million
in Quebec, from	\$82 million to \$3 million.

Even these reduced savings will not fully materialize until late 1978 and the savings in the fiscal year 1977-78 will be reduced to approximately \$32 million.



Notwithstanding this reduction in savings, the Government remains committed to the substantial expenditures of the Employment Strategy. Table 11, also attached to this statement, indicates the estimated provincial distribution of the \$458 millions for the Employment Strategy in 1977-78 compared with the estimated savings which would result from the amended Bill C-27.

I have emphasized that, in the Government's view, the proposal for a variable entrance requirement appears to be the best response to the current economic conditions and disparities in our country. Nevertheless, in view of the uncertainties associated with such a new venture, it seems only prudent to re-examine the situation in the light of several years' experience and changing economic circumstances. We will therefore be proposing in the legislation that the provision lapse after a period of three years unless specifically extended by Parliament.

Madam Chairman, as I indicated at the outset of my remarks, the matters of most serious concern expressed about the amendments to the Unemployment Insurance Act have related to the entrance requirement and the curtailment of benefit entitlement in the new Three Phase Benefit Structure. The changes I am now proposing are made to dispel



all such concerns. After further discussion, I am hopeful that the merits of these proposals will commend themselves to the members of the Committee and will command the overwhelming support of Parliament, thus ensuring early passage of the Bill.







HIGHLIGHTS OF A STATEMENT  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
TO THE STANDING COMMITTEE ON LABOUR MANPOWER AND IMMIGRATION  
HOUSE OF COMMONS  
TUESDAY, APRIL 26, 1977







The proposals made in C-27 are designed to achieve a better balance between providing adequate income protection and promoting incentives to work.

Re-examination of the proposals has led the government to propose further changes to promote more balanced results in light of current economic problems and regional disparities:

1. An additional 12 weeks of regional extended benefit entitlement. This raises this entitlement to a maximum of 32 weeks from the present proposal of 20 weeks. The number of additional weeks of benefit entitlement would be based on regional unemployment rates.
2. A variable entrance requirement ranging between 10 and 14 weeks of insured employment. The entrance requirement would be based on the severity of unemployment in particular economic regions.

#### Regional Extended Benefit Entitlement - An Additional 12 Weeks

The original proposal of 20 weeks would have been sufficient for most claimants with relatively longer attachment to the labour force. We propose to raise this maximum to 32 weeks to help alleviate the problems that arise for those living in high unemployment areas and who have relatively shorter attachment



to the labour force. It is estimated that 15 to 25 per cent of such claimants in the Atlantic provinces, Quebec and southern British Columbia would benefit from the additional entitlement.

The Variable Entrance Requirement - Between 10 and 14 Weeks  
of Insured Employment

The combination of wide regional variations in labour market conditions and the severity of unemployment in particular parts of the country led the government to propose a variable entrance requirement.

This proposal is in keeping with the basic principle of reflecting regional differences in the design of the Unemployment Insurance program. At the same time, it retains the purpose embodied in the initial proposal to increase the entrance requirement. This purpose is to promote stable work patterns and the incentive to work.

In selecting the 10 - 14 weeks option, the government considered the following:

- the minimum entrance requirement should be greater than 8 weeks even in high unemployment areas. This would minimize the undesirable impact of unemployment insurance on work patterns.



- the maximum entrance requirement should be more specifically related to labour market conditions in low unemployment areas. This is less possible under the original proposal of a 12 week fixed requirement.
- the range between the minimum and maximum requirements should not be so large as to result in unacceptable differentiation between the various regions of the country.

This amendment would have the effect of reducing by \$140 million the savings expected from Bill C-27. The reduction in savings would be concentrated in provinces east of the Ottawa River. The reduced savings are justified because the government recognizes the need for providing the necessary adequate income protection to individuals in high unemployment regions. It should be ~~emphasized~~ however that the government is still committed to \$458 millions in expenditures with the Employment Strategy.

The minimum entrance requirement of 10 weeks would apply in regions where the unemployment rate exceeds 9 per cent. If implemented now, the maximum of 14 weeks would apply where the rate is 6 per cent or less. The minimum of 10 weeks would apply in all Atlantic provinces and Quebec ( except the Montreal region ). The maximum of 13 or 14 weeks would apply in Ontario and the Prairie provinces.

Most workers should not face significant difficulties in meeting the higher minimum and maximum entrance requirements in either high or low unemployment areas.



It should be noted however that this amendment to the original proposal is a response to current economic conditions and disparities. It would therefore have to be re-examined after several years of experience and changes in economic conditions.

The government therefore proposes that the variable entrance requirement lapse after three years unless specifically extended by Parliament.



ANALYSIS OF  
PROPOSED AMENDMENTS TO BILL C-27







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ANALYSIS OF PROPOSED AMENDMENTS  
TO BILL C-27

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SCHEDULE A

10 - 14 WEEK VARIABLE ENTRANCE REQUIREMENT  
IN RELATION TO REGIONAL UNEMPLOYMENT RATES

Regional Unemployment Rate	Entrance Requirement
(%)	(weeks)
6.0 and under	14
Over 6.0 - 7.0	13
Over 7.0 - 8.0	12
Over 8.0 - 9.0	11
Over 9.0	10



TABLE 1

ENTRANCE REQUIREMENT WITH REGIONAL UNEMPLOYMENT RATES  
 APPLICABLE IN APRIL 1977

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<u>Region</u>	<u>Regional Unemployment Rate</u>	<u>10-14 Week Variable Entrance Requirement</u>
1. Vancouver - Victoria	8.4	11
2. Southern B.C.	9.1	10
3. Alberta	4.0	14
4. Saskatchewan	4.0	14
5. Manitoba	4.8	14
6. N.W. Ontario	6.9	13
7. London - Windsor	6.9	13
8. Hamilton - Toronto	6.1	13
9. Eastern Ontario	6.7	13
10. Montreal	7.3	12
11. Eastern Townships	9.9	10
12. St. Lawrence - Gaspé	11.6	10
13. N.B. - P.E.I.	11.5	10
14. Nova Scotia	10.4	10
15. Newfoundland	14.7	10
16. Rest of Canada	N.A	10



TABLE 2

ESTIMATE OF PEOPLE POTENTIALLY PREVENTED  
FROM ESTABLISHING A CLAIM IN 1978  

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(Based on 1976 experience)

<u>Region</u>	<u>12 Week Fixed Entrance Requirement</u>		<u>10-14 Week Variable Entrance Requirement</u>	
	<u>(%)</u>	<u>(#)</u>	<u>(%)</u>	<u>(#)</u>
1. Vancouver - Victoria	10.4	19,000	8.0	14,650
2. Southern B.C.	11.5	7,600	6.2	4,100
3. Alberta	6.9	6,800	10.9	10,600
4. Saskatchewan	7.2	3,800	12.0	6,350
5. Manitoba	6.9	4,800	11.2	7,800
6. N.W. Ontario	10.1	11,600	13.1	15,050
7. London - Windsor	10.8	10,600	13.5	13,250
8. Hamilton - Toronto	8.8	36,800	11.1	46,250
9. Eastern Ontario	9.4	11,000	11.8	13,750
10. Montreal	8.7	29,800	8.7	29,800
11. Eastern Townships	11.2	13,600	6.0	7,300
12. St. Lawrence - Gaspé	14.9	40,800	8.3	22,800
13. N.B. - P.E.I.	19.4	13,200	12.1	8,250
14. Nova Scotia	12.7	23,200	6.8	12,400
15. Newfoundland	18.9	16,600	11.5	10,100
16. Rest of Canada	<u>14.2</u>	<u>6,800</u>	<u>7.9</u>	<u>3,750</u>
CANADA TOTAL	11.1	256,000	9.8	226,200

NOTES: 1. National Unemployment Rate of 8% has been assumed.

2. In making estimates of the financial impact of these proposals, it has been assumed that 50% of these individuals would be able to find sufficient additional employment to qualify at the higher entrance requirement.



TABLE 3

ESTIMATE OF PEOPLE POTENTIALLY PREVENTED  
FROM ESTABLISHING A CLAIM IN 1978  

---

(Based on 1976 experience)

<u>Province</u>	<u>12 Week Fixed Entrance Requirement</u>		<u>10-14 Week Variable Entrance Requirement</u>	
	<u>(%)</u>	<u>(#)</u>	<u>(%)</u>	<u>(#)</u>
1. Newfoundland	18.5	17,600	11.2	10,650
2. Prince Edward Island	18.6	3,600	11.6	2,250
3. Nova Scotia	12.7	23,200	6.8	12,400
4. New Brunswick	19.8	9,600	12.3	6,000
5. Quebec	11.4	84,600	8.1	60,200
6. Ontario	9.4	70,000	11.8	88,300
7. Manitoba	7.2	5,100	11.1	8,000
8. Saskatchewan	7.2	3,800	12.0	6,350
9. Alberta	6.9	6,800	10.9	10,600
10. British Columbia	11.1	30,700	7.5	20,900
11. Yukon/N.W.T.	<u>13.9</u>	<u>1,000</u>	<u>7.6</u>	<u>550</u>
CANADA TOTAL	11.1	256,000	9.8	226,200

NOTES: 1. National Unemployment Rate of 8% has been assumed.

2. In making estimates of the financial impact of these proposals, it has been assumed that 50% of these individuals would be able to find sufficient additional employment to qualify at the higher entrance requirement.



SCHEDULE BNUMBER OF WEEKS OF EXTENDED BENEFIT ENTITLEMENT  
IN RELATION TO THE REGIONAL UNEMPLOYMENT RATES

<u>Regional Unemployment Rate</u> (%)	<u>Extended Benefits</u> (weeks)
4.0 and under	0
Over 4.0 - 4.5	2
Over 4.5 - 5.0	4
Over 5.0 - 5.5	6
Over 5.5 - 6.0	8
Over 6.0 - 6.5	10
Over 6.5 - 7.0	12
Over 7.0 - 7.5	14
Over 7.5 - 8.0	16
Over 8.0 - 8.5	18
Over 8.5 - 9.0	20 *
Over 9.0 - 9.5	22
Over 9.5 - 10.0	24
Over 10.0 - 10.5	26
Over 10.5 - 11.0	28
Over 11.0 - 11.5	30
Over 11.5	32

\* THIS IS THE MAXIMUM REGIONAL EXTENDED BENEFIT ENTITLEMENT PROVIDED FOR IN BILL C-27; THE REMAINING 12 WEEKS WILL BE ADDED THROUGH THE PROPOSED AMENDMENTS.



TABLE 4

COMPARISON BETWEEN BENEFIT ENTITLEMENT UNDER THE 5 PHASE  
BENEFIT STRUCTURE AND THE REVISED 3 PHASE BENEFIT STRUCTURE  
BY ECONOMIC REGION, WITH THE REGIONAL UNEMPLOYMENT RATES  
APPLICABLE IN APRIL 1977

Region	Regional Unemployment Rates	<u>Existing 5 Phase Benefit Structure</u>		<u>Revised Three Phase Benefit Structure</u>
		Regional Extended Weeks	Combined Regional & National Extended Weeks	Regional Extended Weeks (Max = 32)
1. Vancouver / Victoria	8.4	0	8	18
2. Southern B.C.	9.1	6	14	22
3. Alberta	4.0	0	8	0
4. Saskatchewan	4.0	0	8	0
5. Manitoba	4.8	0	8	4
6. N.W. Ontario	6.9	0	8	12
7. London/Windsor	6.9	0	8	12
8. Hamilton/Toronto	6.1	0	8	10
9. Eastern Ontario	6.7	0	8	12
10. Montreal	7.3	0	8	14
11. Eastern Townships	9.9	12	20	24
12. St. Lawrence/ Gaspé	11.6	18	26	32
13. N.B./P.E.I.	11.5	18	26	30
14. Nova Scotia	10.4	12	20	26
15. Newfoundland	14.7	18	26	32
16. Rest of Canada	N/A	18	26	32



TABLE 5

SUMMARY COMPARISON OF TOTAL BENEFIT ENTITLEMENT  
BETWEEN THE FIVE PHASE (5P) AND THE REVISED  
THREE PHASE (3P) BENEFIT STRUCTURES.  
BY SELECTED REGIONAL UNEMPLOYMENT RATES AND  
INSURED WEEKS.

Insured Weeks	Weeks of Total Benefit Entitlement at Selected Regional Unemployment Rates							
	5.5%		7.5%		9.5%		11.6%	
	5P	3P	5P	3P	5P	3P	5P	3P
8	26	NA	26	NA	32	NA	44	NA
10	26	NA	26	NA	32	32	44	42
12	26	NA	26	26	32	34	44	44
14	26	20	26	28	32	36	44	46
20	35	26	35	34	41	42	51	50
30	40	33	40	41	46	49	51	50
40	45	38	45	46	51	50	51	50
52	51	44	51	50	51	50	51	50

- NOTES: 1. Five Phase Benefit entitlement based on an assumed national Unemployment Rate of 8%.
2. N.A. means no benefit entitlement because of impact of 10-14 week variable entrance requirement.



TABLE 6

DETAILED COMPARISON OF TOTAL BENEFIT ENTITLEMENT BETWEEN  
THE FIVE PHASE (5P) AND REVISED THREE PHASE (3P) BENEFIT STRUCTURES  
Weeks of total benefit entitlement at  
selected regional unemployment rates

REGIONAL UNEMPLOYMENT RATE	INSURED WEEKS	5.5%		6.5%		7.5%		8.5%		9.5%		10.5%		11.6%	
		5P	3P	5P	3P	5P	3P	5P	3P	5P	3P	5P	3P	5P	3P
8	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
9	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
10	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
11	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
12	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
13	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
14	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
15	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
16	26	NA	NA	26	NA	26	NA	26	NA	32	NA	38	NA	41	NA
17	27	22	21	26	24	26	24	26	24	32	31	38	39	44	47
18	29	23	22	27	25	28	25	28	26	33	32	39	40	45	48
19	29	24	23	28	26	29	27	29	27	34	33	40	41	46	49
20	30	25	24	29	27	30	28	30	28	35	34	41	42	47	50
21	35	26	25	30	28	31	29	31	29	36	35	42	43	48	51
22	36	27	26	31	29	32	30	32	30	37	36	43	44	49	52
23	36	27	26	31	29	32	30	32	30	37	36	43	44	49	52
24	37	28	27	32	30	33	31	33	31	38	37	44	45	50	53
25/26	37	30	29	33	31	34	32	34	32	39	38	45	46	51	54
27/28	38	31	30	34	32	35	33	35	33	40	39	46	47	52	55
29/30	39	32	31	35	33	36	34	36	34	41	40	47	48	53	56
31/32	40	33	32	36	34	37	35	37	35	42	41	48	49	54	57
33/34	41	34	33	37	35	38	36	38	36	43	42	49	50	55	58
35/36	42	35	34	38	36	39	37	39	37	44	43	50	51	56	59
37/38	43	36	35	39	37	40	38	40	38	45	44	51	52	57	60
39/40	44	37	36	40	38	41	39	41	39	46	45	52	53	58	61
41/42	45	38	37	41	39	42	40	42	40	47	46	53	54	59	62
43/44	46	39	38	42	40	43	41	43	41	48	47	54	55	60	63
45/46	47	40	39	43	41	44	42	44	42	49	48	55	56	61	64
47/48	48	41	40	44	42	45	43	45	43	50	49	56	57	62	65
49/50	49	42	41	45	43	46	44	46	44	51	50	57	58	63	66
51/52	50	43	42	46	44	47	45	47	45	52	51	58	59	64	67
	51	44	43	48	46	49	47	49	47	53	52	59	60	65	68

NOTES: 1. Five phase entitlement based on an assumed National Unemployment Rate of 8%.

2. N.A. means no benefit entitlement because of impact of 10 - 14 week variable entrance requirement.



TABLE 1  
DETAILED COMPARISON OF TOTAL BENEFIT ENTITLEMENT BETWEEN THE ORIGINAL  
THREE PHASE (C-27) AND REVISED THREE PHASE (REV) BENEFIT STRUCTURES

Weeks of total benefit entitlement at  
selected regional unemployment rates

INSURED WEEKS	5.5%		6.5%		7.5%		8.5%		9.5%		10.5%		11.6%	
	C-27	REV	C-27	REV	C-27	REV	C-27	REV	C-27	REV	C-27	REV	C-27	REV
8	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
9	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
10	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
11	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
12	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
13	18	18	22	22	26	26	30	30	32	32	34	34	37	37
14	20	20	24	24	27	27	31	31	33	33	35	35	38	38
15	21	21	25	25	29	29	33	33	35	35	37	37	40	40
16	22	22	26	26	30	30	34	34	36	36	38	38	41	41
17	23	23	27	27	31	31	35	35	37	37	39	39	42	42
18	24	24	28	28	32	32	36	36	38	38	40	40	43	43
19	25	25	29	29	33	33	37	37	39	39	41	41	44	44
20	26	26	30	30	34	34	38	38	40	40	42	42	45	45
21	27	27	31	31	35	35	39	39	41	41	43	43	46	46
22	28	28	32	32	36	36	40	40	42	42	44	44	47	47
23	29	29	33	33	37	37	41	41	43	43	45	45	48	48
24	30	30	34	34	38	38	42	42	44	44	46	46	49	49
25/26	31	31	35	35	39	39	43	43	45	45	47	47	50	50
27/28	32	32	36	36	40	40	44	44	46	46	48	48	50	50
29/30	33	33	37	37	41	41	45	45	47	47	49	49	50	50
31/32	34	34	38	38	42	42	46	46	48	48	50	50	50	50
33/34	35	35	39	39	43	43	47	47	49	49	50	50	50	50
35/36	36	36	40	40	44	44	48	48	50	50	50	50	50	50
37/38	37	37	41	41	45	45	49	49	50	50	50	50	50	50
39/40	38	38	42	42	46	46	50	50	50	50	50	50	50	50
41/42	39	39	43	43	47	47	50	50	50	50	50	50	50	50
43/44	40	40	44	44	48	48	50	50	50	50	50	50	50	50
45/46	41	41	45	45	49	49	50	50	50	50	50	50	50	50
47/48	42	42	46	46	50	50	50	50	50	50	50	50	50	50
49/50	43	43	47	47	50	50	50	50	50	50	50	50	50	50
51/52	44	44	48	48	50	50	50	50	50	50	50	50	50	50

NOTE: N.A. means no benefit entitlement because of increased entrance requirement.



TABLE 8

Comparison of Savings  
(in 1976 \$M)

		<u>National Unemployment Rate: 8%</u>
1. Bill C-27	EE/ER	80
	Gov't	<u>195</u>
	Total	275
2. Revised Three Phase Benefit Structure (Max=32) with 10-14 Week Variable Entrance Requirement	EE/ER	65
	Gov't	<u>70</u>
	Total	135

- Notes: (1) Estimates of savings assume full implementation and maturity of all components and are in 1976 dollars.
- (2) A 1976 financial threshold of 5.5% was used in the allocation of the EE/ER and government shares.
- (3) In making estimates of the financial impact, it has been assumed that 50% of those potentially prevented from establishing a claim would be able to find sufficient additional employment to qualify at the higher entrance requirement.



Comparison of Bill C-27 Financial Impact  
With Proposed Revisions to Bill C-27

(in 1976 \$M)

<u>Economic Region</u>	<u>Bill C-27</u>	<u>Variable 10-14 Week Entrance Requirement and Revised Three Phase</u>
1. Vancouver/Victoria	+ 7	+11
2. Southern B.C.	- 9	- 4
3. Alberta	- 9	-11
4. Saskatchewan	-11	-12
5. Manitoba	- 8	- 9
6. N.W. Ontario	-13	-19
7. London/Windsor	-12	-12
8. Hamilton/Toronto	-44	-50
9. Eastern Ontario	-16	-19
10. Montreal	+18	+18
11. Eastern Townships	-14	-11
12. St. Lawrence/Gaspé	-86	-10
13. N.B./P.E.I.	-27	- 3
14. Nova Scotia	-10	+ 3
15. Newfoundland	-28	- 3
16. Rest of Canada	-13	- 4
	<hr/>	<hr/>
CANADA TOTAL	-275	-135

NOTES: 1. Estimates of financial impact assume full implementation and maturity in 1976 dollars and assume a national unemployment rate of 8.0%.

2. In making estimates of the financial impact, it has been assumed that 50% of those potentially prevented from establishing a claim would be able to find sufficient additional employment to qualify at the higher entrance requirement.



TABLE 10

Comparison of Bill C-27 Financial Impact  
With Proposed Revisions to Bill C-27  
 (in 1976 \$M)

<u>Province</u>	<u>Bill C-27</u>	<u>Variable 10-14 Week Entrance Requirement and Revised Three Phase</u>
1. Newfoundland	- 29	- 3
2. Prince Edward Island	- 5	- 1
3. Nova Scotia	- 10	+ 3
4. New Brunswick	- 22	- 2
5. Quebec	- 82	- 3
6. Ontario	- 85	-100
7. Manitoba	- 9	- 9
8. Saskatchewan	- 11	-12
9. Alberta	- 9	-11
10. British Columbia	- 11	+ 4
11. Yukon/N.W.T.	- <u>2</u>	- <u>1</u>
CANADA TOTAL	- 275	- 135

NOTES: 1. Estimates of financial impact assume full implementation and maturity in 1976 dollars and assume a national unemployment rate of 8.0%.

2. In making estimates of the financial impact, it has been assumed that 50% of those potentially prevented from establishing a claim would be able to find sufficient additional employment to qualify at the higher entrance requirement.



TABLE 11

COMPARISON OF SAVINGS FROM UI AMENDMENTS WITH AMENDED  
BILL C-27 AND EXPENDITURES UNDER THE EMPLOYMENT STRATEGY  
BY PROVINCE, FOR THE FISCAL YEAR 1977-1978 (MILLIONS OF DOLLARS)

PROVINCE	EMPLOYMENT STRATEGY (1) INCLUDING SUPPLEMENTARY BUDGET	UI SAVINGS (2) FROM BILL C-27, AS AMENDED
1. NEWFOUNDLAND	37	2
2. P.E.I.	9	1
3. NOVA SCOTIA	18	1
4. NEW BRUNSWICK	37	2
5. QUEBEC	146	8
6. ONTARIO	92	12
7. MANITOBA	14	1
8. SASKATCHEWAN	9	2
9. ALBERTA	14	2
10. BRITISH COLUMBIA	78	1
11. YUKON/N.W.T.	4	-
CANADA	458	32

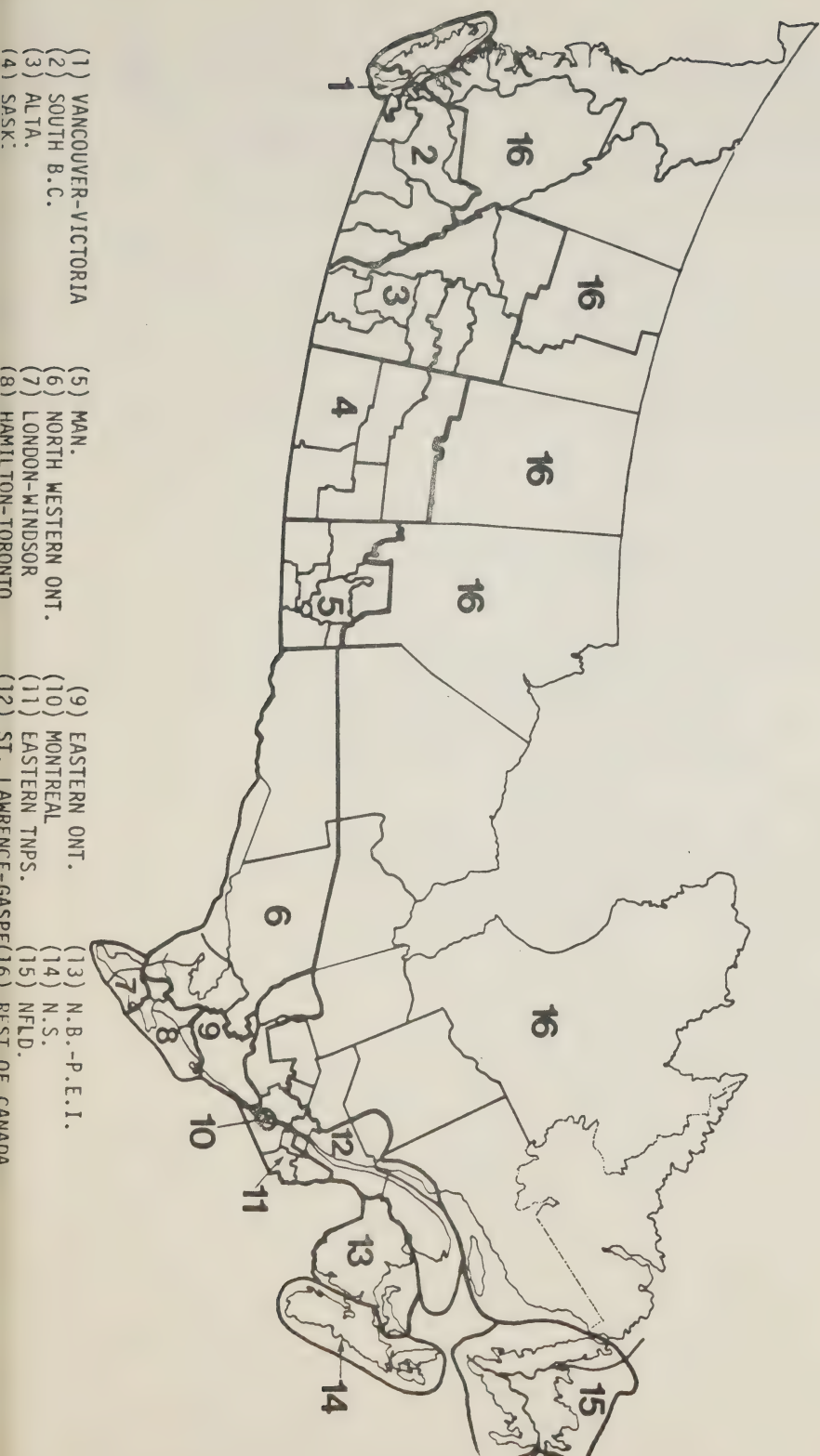
NOTES: (1) Distribution that would prevail if made in the same proportion as the original budget of \$358 million (which also assumed that the distributions of Phase II funds of Canada Works is in the same proportion as in Phase I.

(2) In making estimates of the financial impact, it has been assumed that 50% of those potentially prevented from establishing a claim would be able to find sufficient additional employment to qualify at the higher entrance requirement. As well, it has been assumed that the Three Phase Benefit Structure will be implemented in July 1977 and the Variable Entrance Requirement in December 1977.



TABLE 12

## EXISTING UIC ECONOMIC REGIONS









Office of the Minister  
Manpower and Immigration

Cabinet du ministre  
Main-d'œuvre et Immigration

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Notes For An Address

By The

Honourable Bud Cullen

Minister of Manpower And Immigration

Member of Parliament for Sarnia-Lambton

To The

Institute of Public Administration of Canada

Toronto, Ontario

May 16, 1977









It is a pleasure to attend this seminar. You have lined up an impressive group of speakers to follow me, and I hope that today's session will provide you with many opportunities for fruitful thought and discussion.

The Institute of Public Administration of Canada has a long history of interest in, and concern for, public policy in this country, as was evidenced by the Seminar on Immigration you held last June. The origins of your group stretch back to about the time when the present Immigration Act was passed in 1952. In the 25 years since then, national issues have evolved at an accelerated pace, calling for new approaches to cope with many changing realities both in Canada and around the world.

With this in mind, the federal government, in 1973, launched an in-depth review of immigration policy as a first step towards preparing modern legislation. The process itself was an interesting demonstration of public policy making through involvement of the Canadian population at large. That is not one of the aspects I wish to dwell on today, however, since I am sure most of you are aware of the Green Paper, the debate and public hearings which followed its publication, and the resulting report of the Special Joint Committee of Parliament in November 1975. The Immigration Bill currently under study by the Standing Committee on Labour, Manpower and Immigration embodies almost all of that Committee's major recommendations.

What I propose to discuss today are two of the Bill's quite new departures from existing legislation and practice, both of them dealing with an aspect of management. The first is the Bill's framework for managing the immigration movement, and the second, the theme of intergovernmental cooperation and coordination as required or encouraged through the Bill's provisions.



Section 7 of the Bill requires the Minister, after consultation with the provinces, and with such other persons or organizations as he deems appropriate, to announce annually the number of immigrants which the Government considers Canada should admit over a specified time period. This section ties in closely with one of the basic objectives of the immigration program set out in section 3, namely that immigration should support long term planning with respect to the size, rate of growth and geographic distribution of the Canadian population. Section 7 also implements the system of open management of immigration volume recommended by the Special Joint Committee, replacing the current practice of essentially administrative control over numbers.

Let me deal first with the question of management of immigration volume. As the Special Joint Committee pointed out, the present system appears to provide no control over numbers, since it ostensibly permits admission of everyone who meets the established selection criteria. In fact, numbers are controlled to some degree by the limited resources available for processing applications, and through periodic changes in the selection criteria. These controls have not been as sensitive or effective as is desirable however, as is evidenced by the large fluctuations in inflow during the past twenty years, from a low of about 70,000 to a high of 280,000 a year. From its hearings, the Committee drew the conclusion that Canadians would prefer an open, legislated means to predetermine the rate and volume of immigration, provided the means were fair and non-discriminatory and did not impede family reunion or the resettlement of refugees. The Committee recommended that levels should be determined in consultation with the provinces, and other bodies, to ensure that all relevant factors were considered, and also that the decision should be publicly announced.



The Government welcomed the recommendation and embodied it in section 7 of the Bill for a number of reasons. First, the process would be an open one with decisions clearly made by Governments responsible to the public. Second, publicly announced decisions would allow other public and private sectors of the economy to plan ahead for housing, educational and medical facilities, goods and services, in the knowledge of the expected flow of newcomers. Third, predetermination of numbers would permit a smoothing out of the peaks and valleys in the flow, which have had a disruptive effect on the labour market and upon the availability of housing and services. Fourth, predetermination of numbers permits a fair and rational allocation of immigrant processing resources overseas. Last, the formula itself, which sets no numbers in concrete for all time, provides the flexibility to increase or decrease the movement to both meet Canada's long term demographic needs, and to accommodate shorter run fluctuations in the availability of jobs, housing and services for immigrants.

Despite these rather obvious benefits, section 7 has been widely misinterpreted as expressing the Government's intention to restrict immigration. As I have stated many times, this is not the Government's intent, nor is it a necessary result of establishing immigration levels. Even more widely misunderstood is the relationship between section 7 and long term demographic policy or, as I prefer to call it, population policy. Intelligent and serious Members of the Opposition in Parliament have questioned the possibility of using immigration as a tool of population policy without our first having set a fixed national demographic policy. However, this shows a misunderstanding of the nature of demographic policy. Like population itself,



population policy is necessarily dynamic. Even such a fundamental element as the desirable ultimate population size for Canada is likely to change over the years with changing perceptions about the quality of life, international responsibilities, changes in technology, changes in population distribution and a host of social and economic factors.

Governments in Canada only now are beginning to realize that there must be forward demographic planning if Canadians are to control their own destiny. But there is still time to plan sensibly and flexibly, and to amend the plan as changes in perceptions occur. However, certain demographic factors in Canada are quite obvious to all. For example, the birth rate has decreased dramatically in recent years, to the point where a significant proportion of population increase is made up of immigrants, raising many questions about the future nature of our society and how many immigrants are necessary and desirable. Another factor is the movement, over the past fifteen or more years, of both Canadians and immigrants to a few of our largest cities, creating problems of too rapid growth there and increased costs and burdens in providing proper services in depopulated areas. Clearly our perceptions of a desirable ultimate population size for Canada will depend greatly upon the way in which that population is distributed geographically.

Even in the absence of a fully developed and articulated national population policy, immigration levels and associated provisions of the Bill can be implemented on the basis of something approaching an intergovernmental consensus on these two factors alone. As research identifies other elements of demographic concern, these too can be discussed and any decisions built into the handling, not only of the immigration movement, but also into other areas of public policy making. Because the subject of population policy was first



raised in the context of developing new immigration legislation, Canadians have assumed that immigration will be the sole means of implementing whatever population policy eventually emerges. This is not so, nor could it be effective if it were so. It must be coordinated with a host of other policies, social, economic and cultural, in order to be effective.

Immigration is but one tool for realizing population policy, albeit an important one, and one of the few which can be utilized immediately without vast changes in social and economic programs and structures in Canada. However, Bill C-24 treads softly in this delicate area, stating only that the immigration program will support whatever demographic decisions are reached, and providing tools such as section 7, to carry out that promise. The announcements of levels required under section 7 will probably cover a forward period of some five years and will be subject to modification annually, if required because of changing circumstances. This would provide considerable flexibility in determining both the actual level of immigration in the year of the announcement, and the longer term level, which will reflect the other less predictable variables in population dynamics, such as changes in the birth rate or new trends in population distribution.

It will be clear from what I have just said that the Government has not fixed either an ultimate population figure for Canada or a figure for future annual immigration. All it has done, after listening to arguments from all sides on the question of fast growth versus slow growth, is to conclude that in the short term, neither option is good for Canada, and that moderate growth will create the fewest problems. In terms of immigration, this decision means an average annual flow, again in the short term, roughly equal to the average flow received since 1947, which is some 140,000 to 150,000 a year. All that will be changed is that the fluctuations from the average will be smaller and more readily and openly controlled.



Similarly in dealing with the question of population distribution, the Bill treads softly, but nevertheless acknowledges that immigration is a manageable factor which can be used to take the first tentative step toward reversing the present trend of increasing population concentration in a few of Canada's largest cities. Again, many critics have misread the Bill's provisions and assumed that Government plans to imprison immigrants in areas of our country where they can not live happy and rewarding lives. Nothing could be further from the truth and nothing could be more futile.

What we do plan, is to identify with the appropriate province, and then designate communities which can develop into even more thriving and rewarding places for people, including Canadians, through added population. Immigrants will be told of these places and given an opportunity to go there if they wish. Some, who lack a few of the points necessary to make them admissible to Canada may, again if they freely so choose, gain the small number of points they need by going to one of the designated communities and agreeing to stay there for up to six months. If circumstances beyond their control make it impossible for them to live up to the agreement without hardship, they may request a change in or cancellation of the agreement, and the request will be granted. People who do not need the extra points may still choose to go to a designated community, but they will not be expected to enter into an agreement. Thus, the system constitutes an opportunity for some immigrants, not a restriction of their freedom.

In addition, all immigrants, wherever they choose as their destination in Canada, will be expected to go there initially at least, to receive their formal permanent resident status. This is because our studies have shown that most immigrants tend to settle at their first destination,



and we would prefer that the destination be the one agreed to when the visa was issued, rather than the point of arrival in Canada - usually one of our largest cities. Any fully qualified immigrant who dislikes the destination will be free to move on after he has received landed status, but we expect they will be few in number, since the visa officer will have counselled them against any inappropriate or unrewarding choice.

Turning now from management of the immigration movement, I would like to spend the last few minutes of my time on the subject of intergovernmental cooperation as provided for in Bill C-24. In addition to section 7 and the basic objectives set out in section 3, the provisions of section 109 are relevant here. They require the Federal Government to consult the provinces on demographic requirements, including immigration levels and the geographical pattern of immigrant settlement, as well as on measures to facilitate the adaptation of new arrivals to Canadian society. The section also permits agreements to be made on other aspects of immigration policy and programs.

While the degree of interest in immigration policies and programs varies widely from province to province, all of them are affected to some extent by the settlement of immigrants and, in turn, have policies which affect immigrant settlement and adaptation. With immigration being a significant element in population growth and distribution, more and more provinces are becoming interested in having a voice in decisions affecting the immigration program. It is to the benefit of Canada that immigration be responsive to the needs of all regions of the country, and thus that Provincial voices be heard. Even constitutionally the primary jurisdiction of the Federal Government is shared with the provinces. Bill C-24 contributes to the creation of a new era of collaboration between the two levels of government in the immigration field



and, I hope, will make the program more responsive to regional requirements and aspirations. Certainly the Federal Government expects to become more sensitive to provincial problems and expectations as a result of the mandatory consultations.

At present, only Quebec has an Immigration Department as such, and a formal agreement on immigration matters. Many provinces are not yet organized to make a coordinated input into immigration policy discussions, since their experts are scattered in a number of departments involved in social and economic development. My preliminary discussions with provincial Ministers already have made several provinces recognize the need to organize themselves for a meaningful dialogue with us, and for coordination between their several departments to provide a coherent and considered input into the decision making process. Initially some may not choose to establish a position on the broad questions of levels and distribution of immigration, but rather to express their views on such matters as the appropriateness of the selection criteria, or on those of their labour-market needs which can best be satisfied through immigration. I shall welcome such input, since it is our intention that the mandatory discussions become a forum for frank exchanges and coordinated effort to resolve immigration problems.

While you, as managers, recognize the value of management and coordination, there has been criticism of these aspects of Bill C-24. Critics claim that the Bill treats people as pawns to be selected and directed to meet Canada's needs rather than their own needs. I hope you will agree with me that on the contrary the management provisions in the Bill are likely to make immigrants feel more wanted and more respected in the future.



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NOTES FOR A SPEECH  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
TO THE CANADIAN MANUFACTURERS' ASSOCIATION  
ON MONDAY, JUNE 6, 1977  
2:00 P.M.







Ladies and Gentlemen:

I would like to thank you for the invitation to participate in your annual meeting. I'm pleased to be here, and I welcome the opportunity to say a few words on the subject "Building Employee-Employer Relations", although the subject is not one that the Minister of Manpower and Immigration often finds himself discussing. In fact, I seem to spend a fair amount of my time making sure that my department is not directly involved in confrontations between employers and employees, and in ensuring that our stance -- when such confrontations occur -- is a completely neutral one.

However, I think it is fair to say that since the overall responsibility of my department is to ensure that the labour market in Canada functions efficiently, we are, and must be, interested in the development and maintenance of good employer-employee relations. Our role in creating this sort of harmonious labour market structure is carried out by Canada Manpower Centres through a whole series of services available to employers and employees alike.

We believe, for instance, that industrial discord has its roots in many situations...wage levels, job uncertainty, lack of adequate skills, poor selection of workers for jobs, lack of good manpower planning, and many others. In all of these vital areas, the services of the Canada Manpower Centre are available to employers who wish to improve the productivity of their plants, create a better work environment and cut down on staff turnover.



Because strikes, work stoppages or slow-downs make headlines there is a tendency to think of employee-employer relations only as confrontations. In many cases this is true. And it's always true that a confrontation is news, while cooperation goes unnoticed. Still, in a wide range of areas, employees and employers have common interests.

Both want the company to be efficient in its operations, to be competitive in the domestic and foreign markets, to sell. A company that can't meet the competition in the market is a company that can't satisfy the fundamental concern of its employees, continuing employment.

Although employers expect employees to ask for more benefits, for better working conditions and for higher pay, they shouldn't forget that underlying all discussions, negotiations and demands is a fundamental concern by employees for the success of the enterprise.

There is a need for increased attention in the areas in which employees and employers share an interest, as well as in areas in which conflicts are likely to arise. The old song advised "Accentuate the positive". We can do that, and although we can't "Eliminate the negative" -- we will always have some confrontations -- we can lessen their intensity by building better relations on common interests.



An example of an area of common concern is training. Even though it is often difficult to maintain a skilled workforce, you know as well as I that it is essential to the success of your business. A training program is one of the primary ways to develop and upgrade your employees. Employee training is good business not only in terms of increased productivity but in improved employee interest and attitudes.

We are so convinced of the value of such programs that for several years now my department has assisted employers to train their workers through the Canada Manpower Industrial Training Program. The program is cost-shared: you undertake to provide training for your employees and we agree to reimburse part of the direct training costs and trainee wages. In co-operation with the provinces we have also provided for assistance in preparing training plans. This program has proven so successful that its budget has been steadily increased over the past years from \$37 million in 1974-75 to \$70 million this year. The number of trainees taking this type of training has increased from 50,000 a year to an estimated 66,000 during the same period.

Speaking in the broadest terms of shared interests, have you, in your organization, used to full advantage the ideas and experience of all employees? Have their best ideas contributed to your plans for the introduction of new methods, for relocations, for new technology? To support and encourage a joint approach to employment



problems, my Department operates the Canada Manpower Consultative Service. Although the Service has been in operation for ten years, it is still less well known than it should be. Its aim is to encourage employers, employees and unions to discuss employment problems and to plan measures to overcome them.

An impending shutdown resulting from technological change, chronic absenteeism, high turnover, all of these affect employee-employer relations, and all can benefit from the Canada Manpower Consultative Service.

The Service will pay as much as 50% of the costs of assessing an employment problem and of the costs of planning measures to deal with it. The Canada Manpower Consultative Service can help solve problems that might otherwise cause a serious deterioration in employee-employer relations.

In many cases, bad employee-employer relations have their source in poor selection of employees. Too many square pegs in round holes. Have you used the services offered by your Canada Manpower Centre to their maximum? Or at all? Manpower Centres are getting better all the time. From selection and counselling to training and the Consultative Service, the local CMC has something to offer.



I wouldn't like to leave you with the impression that I don't see the obvious problems to improving employee-employer relations, that I think there are great pools of employee goodwill that can be easily tapped, but there are areas of common interest. They deserve attention, and Canada Manpower wants to help you build better employee-employer relations.







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NOTES FOR A SPEECH  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
TO THE  
CANADIAN GUIDANCE AND COUNSELLING ASSOCIATION  
WEDNESDAY, JUNE 15, 1977  
MONTREAL, QUEBEC









When I was asked to consider addressing your Association meeting this morning, I not only accepted with pleasure, but I also felt it was most important that I not let this opportunity slip by without taking advantage of it. We share a common interest, to assist the youth of Canada through vocational counselling.

As Minister of Manpower and Immigration, I am well aware of the high goals and aspirations your Association has set for itself in helping young Canadians achieve their full potential and self-fulfillment in life. To a certain degree, we are at a stage in the development of our civilization where citizens believe that this self-fulfillment can and should be achieved through work. This is a change from the recent past where work was considered good in itself. Times are different. Young people are expecting more out of work than a simple job. And rightly so. Through their work, people are looking for the development of their own talents and the reward associated with doing something in which one can find challenge and personal satisfaction. For the majority, work is the predominant activity in our lives. In view of the time spent at work, it is only fitting that people should find jobs that give them opportunities to develop their talents, and achieve their full potential: this is the common interest which we share and the goal which we must achieve.

As guidance counsellors, you have an important role to play in helping these young people formulate their vocational goals.



Proper guidance at the proper time is a most crucial element in the proper choice of a young person's career. With the disturbing number of young people searching for work these days, the importance of our shared responsibilities in this area cannot be over-stressed. The rate of unemployment for people aged 15-24 is about two and a half times that of the population over the age of 25. Since 1961, the number of young people entering the labour force has increased by 91%. This year alone, something in the neighbourhood of 480,000 students will be leaving school and most of them will be entering the labour market.

This continues to be our basic problem: the influx of not only young people but at the same time women into the labour market. We can all recall the baby boom of the 40s and 50s, and these young people are now entering the labour market in record numbers. According to Statistics Canada, the youth population in Canada will peak in 1980 at around 5.1 million. Although in the last three years, our Canadian economy has been showing greater growth in the number of private sector jobs available -- approximately 200,000 a year which is more than occurred in the middle and late '60s when unemployment rates were below 5%, -- our labour force is still growing faster than the number of job opportunities the economy is generating. That is the fundamental reason why unemployment has grown and why we have abnormally high unemployment rates.

As you may know, these problems are not just confined to Canada. Unemployment, and especially youth unemployment, is wide-spread



in the United States and Europe as well. On a recent trip to Italy, I had the unique opportunity of discussing youth unemployment with the Honourable Tina Anselmi, the Minister of Labour and Social Welfare in Rome, whose problems in this areas are overwhelming. Mrs. Anselmi expressed considerable interest in our manpower programs and policies to help Canadians adjust to social and economic changes in the job market. Wide interest has also been expressed in our activities in this area by the United States. In a speech to the Congress just last February 24, Senator Hubert Humphrey stated that Canada has a youth unemployment problem which is very similar in its causes and its extent to the youth unemployment problem in the United States, and went on to list our programs and praise our efforts in this field.

Among the causes of this greater rate of unemployment among youth are several key issues, including the disturbing lack of communication between the world of education and the world of work which we are experiencing. I fully realize that there is room for a legitimate debate on the aims and content of education and how closely these should be correlated with the realities of the world of work. The differing expectations are perhaps most clearly and dramatically highlighted in a recent survey conducted among 3,000 high school students, teachers and parents in Manitoba. According to news reports (the formal report will not be published until August) the students and parents ranked guidance as the 2nd most important function of education, while teachers ranked it in 15th place. The students ranked the abilities and skills needed for employment as 3rd on their list of



the school's most important goals, while the teachers relegated it to the 38th position. These figures would seem to support earlier studies that indicated that some 40% of high school students feel that they are inadequately prepared to make a vocational choice.

I can understand some differences in expectations of education, but when they are that different, and when we know that many many students need more appropriate preparation for the world of work, some changes are in order. It is frankly disturbing to know that in some schools, teachers are still required to double as guidance counsellors because budget constraints will not allow for the hiring of professionals in this field. When one feels as I do that proper guidance is at the very basis of the choice of a proper career, one does not have to search very long for answers as to why a PhD should be driving a taxi or why a sociology graduate should be typing letters. With inappropriate guidance in the past, too much emphasis has been put on the importance of a university degree. Not that we are producing too many over-educated youth, but we are producing too many who are educated in the wrong areas. In Europe for instance, it is generally understood that the technical trades are useful and rewarding careers. Here in Canada, even though they are often among the most well-paid jobs, there is still not the prestige attached to being a tradesman as opposed to a university graduate. Obviously the educational system must be geared more closely to the needs of both the economy and of young people who are entering the job market. But in addition to making university more work-oriented, there must also be a change in



our attitude toward what is a desirable profession. The source of the problem seems to be the very lack of occupational goals which leads many students to make very unrealistic and inappropriate choices. If I may say so, I think that guidance counsellors have a most important role as agents of change to see that education better meets the expectations of the students.

Another major problem facing youth in obtaining a job is their lack of experience. There is the vicious circle in which employers want experienced workers, but are not prepared to hire them to give them experience. As I was recently telling the Canadian Council on Social Development's Conference on Youth Unemployment, the main reason the tight job market has hit hardest at young people is simply that they started without a job.

There are a number of initiatives that can and should be taken to improve this situation. One is to arrange for students to get some practical experience in the world of work as part of their school program. We have evidence of a few very good cooperative education programs at the post-secondary level but we need many more. My Department is keen to promote experiments in activities which would involve for instance secondary school training in the mornings and internship in retail establishments in the afternoons. We are currently offering funds for pilot projects in this area. In my mind, it is essential that we try to introduce cooperative education into as many different fields as possible. But cooperative education programs are not always easy to start up. They take a great deal of planning and collaboration and hard work to



arrange. The existing cooperative education programs prove that a more productive combination of education and work than many students now experience is possible. I hope that further consultations with the provinces on this matter may lead to productive applications for even more than the million dollars of cooperative education projects we hope to assist them with this year.

A second key response to the perennial problem of the young worker who cannot get a job without relevant private sector experience and cannot get experience without a job, is the Job Experience Training Program or JET. This program, which is operated by Boards of Trade and Chambers of Commerce for my Department, provides work experience of up to nine weeks in the summer for potential high school drop-outs in order to help them decide whether they wish to remain in employment or return to school. This summer alone, 2,400 students will be involved in this program.

For students who have left high school and been in the labour market for more than three, but less than twelve months, a winter component of JET has been instituted whereby employers agree to hire them on nine weeks of probation, on the understanding that the youth would be retained if all works well. As in the summer component of JET, my Department can provide a subsidy of up to 50% of a participant's wages. Some 6,000 youth will be enrolled in this program this coming winter. Considering the need for a majority of students to have some sort of internship in their schooling years, these are only the beginnings of what has to be done and we are



anxious to see departments of education and schools wholeheartedly join us in addressing this problem. It is a good example of how the private sector and the Federal Government can co-operate, both to provide immediate employment for young people and to overcome their longer-run problems.

One of my Department's most recent and interesting innovations which I understand you will have an opportunity to experiment with at this Conference, is a new computerized occupational exploratory system, aptly named "CHOICES". Utilizing computer terminals to explore occupational choices, it will enable people to tell a computer what characteristics they have: interests, aptitudes, education, physical attributes, etc., and what they expect from a job: by way of salary, future outlook or working conditions. The computer will provide a list of occupations, if any, that meet these criteria. Furthermore, it will also reveal what demands are not available in an occupation -- salary expectations may be too high, for instance. CHOICES will always have the power to keep people in touch with reality by telling them what they might do to improve their chances of success in various occupations. It is still in the development stage, but it is expected to be ready for general use within the next year or so.

Another major bridging of the gap between school and work involves you in your most important role as guidance counsellors. It appears that parents and students do expect much in the way of vocational counselling from schools, and we encourage employers to



expect the same from our Manpower Centres. In Canadian communities, these ideals have become a reality at more than 450 Canada Manpower Centres where 4,000 counsellors help not only workers find suitable employers, but people find suitable and rewarding jobs. It is for this reason also that Manpower and Immigration has prepared much in the way of materials for use in vocational counselling and placement. These items include the vocational guidance course called Creating a Career, the Canadian Classification and Dictionary of Occupations, Careers Canada, Career Provinces, Index Tables to Colleges and University Programs, Creative Job Search Technique and Occupational Forecasts in terms of two and six year expectations.

In mentioning these different materials that we have developed for use in CMCs and elsewhere, I wish to emphasize that we do not visualize that they are to be used in any kind of mechanistic way. We are well aware that far too many youths coming to CMCs think that they are failures, and many of them concluded while they were still in school, that they were not likely to succeed in either the world of education or the world of work. Therefore, for many people, vocational counselling must start with helping the youth develop a more positive self-concept that will not only help the client but also make him more interesting to potential employers. What I am suggesting is that counselling cannot be viewed only in terms of dealing with crises, but rather must be a systematic program to ensure that a person develops attitudes and skills to cope successfully with life.



I trust that you will not interpret my remarks as detracting from the work that has been done, and the new initiatives that are being taken by individuals, schools and provinces. The problems that concern us require the initiative and collaboration of all parties. In this connection I have been pleased to note certain provincial initiatives in creating employment opportunities for youth. I have also been pleased to note that joint Federal-Provincial Manpower Needs Committees have been giving increasing attention to developing programs for youth.

However, with this speech, I did not want to bore you with a lengthy shopping list of federal manpower programs about which you have probably already read in your school libraries, our Canada Manpower Centres and the like. Rather, I wanted to put the emphasis on what I feel would be a much more fundamental attack on the problem: -- a new focus in our training and educational systems so that they are more concerned with the ultimate fate of their graduates than is now the case; -- the future development of a variety of Cooperative Education systems across the country for both youths who are in or out of school; -- a reorientation of our thinking about the relative value of occupations in our society. In the long-run, these are all things that I can see as being of far greater importance than the very necessary but short-term programs we find ourselves implementing today.

I hope and expect that the subject of youth unemployment and vocational development of youth will be discussed in depth at this conference in search of a better means of finding solutions.



I also hope that your congress will make formal recommendations to my Department. As I have said, the problems of vocational development of youth are complex and serious. The Federal Government has done much to try and alleviate the problem, but much more still needs to be done.

If I may end on a quote from Senator Humphrey's statement to the American Congress last February: "Canada has taken the lead in youth unemployment. Our young people will be very fortunate if we merely follow that lead..." I feel the solutions lie not in any one particular domain, whether it be federal, provincial, social or industry. It is a matter of all sectors pooling ideas and working together, all to the benefit of today's youth, tomorrow's hope.





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Employment and Immigration

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NOTES FOR AN ADDRESS

BY THE

HONOURABLE BUD CULLEN

MINISTER OF EMPLOYMENT AND IMMIGRATION

MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON

TO THE

CANADIAN ASSOCIATION FOR CO-OPERATIVE EDUCATION

LONDON, ONTARIO

MONDAY, AUGUST 29, 1977, 8:00 P.M.



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I am indeed honoured to speak to such a distinguished gathering as that assembled here tonight. Your invitation to deliver the key-note address to this co-operative education conference is particularly welcome, as this is a subject in which we share a common interest. On a personal note, I have been concerned about this matter for many years, particularly after serving as a member of the Sarnia Board of Education.

I have heard it said recently that co-operative education in Canada is at the crossroads. Is that a fact? Whatever the thoughts are on that question, there can be no doubt in anyone's mind that co-operative education must be given more and more prominence and priority if it is to benefit Canadian youth. As your conference theme this year -- "Co-op: New Demands - New Directions" -- shows, nobody is more aware of this than you. Along with many others, I will follow your deliberations over the next few days with great interest.

To facilitate understanding, I would like to share with you my definition of Co-operative Education. To me, Co-operative Education conveys the impression of a formal educational process, integrating alternating periods of academic learning with practical, supervised application in the work place. But it has also been used to denote a range of related concepts, from occasional employer visits for work observation, to job creation or training-in-industry. So to ensure that we have a common understanding. Let me elaborate.

Although I do not perhaps put as strict an interpretation on the



term as you might, I appreciate the distinction between "Co-operative Education" and "Work Experience" which is made among educators. In the Commission, we use the term "Co-operative Education" in referring to course-related, post-secondary job placements, usually alternated on a semester basis with classroom study, and aimed at providing students with an opportunity to utilize recently acquired knowledge in a practical work setting. "Work experience" or work study, on the other hand, is used to denote secondary school placements, usually of shorter duration and not necessarily course-related, aimed at providing students with the opportunity for either work observation or low-level experience. There is, of course, a common factor between the two, in that they both are part of the education process and each, in its own way, attempts to bridge the gap between school and work.

I recognize that paid, productive work placements for significant periods of time during a student's program are an excellent method of education. However, I feel strongly that unpaid work experience at the high school level can also play a legitimate role in familiarizing students with the work place. It gives them an opportunity to clarify their own career interests at a time when they are making this decision.

Our Co-operative Education Program encompasses both co-operative education and work experience. Thus, we would consider funding new projects sponsored by a wider range of educational institutions than is at present eligible for membership in the Canadian Association for Co-operative Education. I would hope, however, that this would not lead to 'blurring' the co-op education concept.



I think that we are in fundamental agreement about co-operative education as a method of learning and about its philosophy. I also believe that both work experience and co-operative education have a beneficial effect on the long-term functioning of the labour market. That is why the Canada Employment and Immigration Commission is interested in it.

We are aware, for example, that one of your own member institutions -- the University of Waterloo -- reports that more than 90% of co-op graduates enter industrial employment with co-op employers. I have read reports of individual cases in which both the students and participating employers have had nothing but praise for co-op's beneficial results. Not only have the students proven themselves to potential employers, but at the same time they have accumulated up to two years of highly relevant job experience.

There are other benefits as well. Institutions can offer a more attractive educational program attuned to the realities of the non-academic world. They can more easily update their courses to include the most recent technological developments in industry from information brought back to the classroom by co-op students. Participating employers receive not only the benefit of the students' labours during their assignments but also have an opportunity to evaluate the students in terms of permanent employment upon graduation. As well, such programs allow students to test their classroom-acquired skills and knowledge in practical employment settings, to orient themselves to the world of work, and to make adjustments in their courses and career plans before they have progressed too far into areas for which they are not suited.



Canadian society as a whole is bound to benefit greatly from such programs. Students will be better prepared to enter the labour market, having acquired realistic experience with which to plan their careers. They should have increased ability to quickly find satisfying employment upon graduation as a result of their accumulated work experience. And, indirectly, co-operative education should reduce job turnover caused by the need for blind experimentation among young people. I am confident that this will add up to a better utilization of this country's human resources in the years ahead.

In short, I view co-operative education and work experience programs as one of the most essential and vital links between the education system and the world of work. In the past, there has been too little communication between educators, human resource planners and industry. Such programs can facilitate the integration of young people into the labour market by easing this school-to-work transition. It is not a panacea for all our employment ills. However, it is part of the solution and a very promising part at that! Because co-operative education will increasingly be called upon by society to contribute to the solution of its social and economic problems, we should all begin planning and preparing to meet this challenge immediately.

Co-operative education in Canada has come a long way since it was introduced 20 years ago. It has taken root and flourished despite the relative lack of government support. It has proven its worth and I congratulate the individuals and institutions who persevered to make co-op education what it is today.



How can the Federal Government best help? We were made aware, through various representations, that two of the most pressing problems in this area are the difficulty of starting up new programs and the additional administrative costs involved. There are also jurisdictional issues which have to be considered.

In order to encourage the growth of this 'mode of education', my Commission has initiated a program which offers assistance to provinces in a way that respects the division of responsibilities between manpower and education. In essence we are making available to the provinces half the non-academic costs of approved co-operative education and work experience projects during their first year of operation. We will pay expenses incurred in establishing a co-ordination office, in developing co-operative employment opportunities and other similar administrative costs. We will contribute up to \$100,000 per project toward these start-up costs. I hope that this funding -- a start -- will give impetus to the gradual growth of such programs and provide incentives for experimentation and innovation in this area.

I am aware that some of you -- the pioneers in this field -- have reservations about federal assistance to those wishing to become involved in co-op education for the first time. I understand your concern that the standards and personal commitment inherent in present co-operative education programs might somehow be watered down. This is a legitimate concern given that you have worked so hard to foster excellent quality. These high standards must and will be preserved. Our experience as a nation tells us



that the hardships of pioneering do not justify the exclusion of newcomers and that we all stand to gain from welcoming and assisting them. The pioneers of this co-op movement, I hope, will agree with this view.

We have already approached the provinces regarding our initiative. Their response has been most encouraging. A number of proposals are currently being considered and some new projects are already underway.

To receive favourable consideration for federal funding, proposals should fall within the following guidelines:

- Projects must offer a new service;
- Participants should be full-time students at either the secondary or post-secondary level;
- Work placements should be with established employers;
- Post-secondary placements should be course-related and be of appropriate duration and phasing to be an effective education experience;
- Federal funds will not be used to subsidize student wages.

In addition we would consider a number of other factors in reviewing provincial proposals, including the project's potential for expanding co-op education to new frontiers, for innovation or for developing models having wider application. While these are some of the guidelines which should be taken into account when developing a proposal, we wish to remain flexible in our approach during the early stages. I would welcome any comments or suggestions you may have regarding this or other aspects of our Co-operative Education Program.



Once we have approved a financial plan, and signed a funding agreement for a specific project with the province and educational institution involved, the Federal Government will transfer funds to the province for that purpose. I anticipate that the financial distribution procedure will vary from province to province, but I would hope that the process will be expeditious in every case.

Our role is not to run co-operative education programs. It is that of a catalyst in a growing process that will benefit both co-operative education and the labour market. In all of this, we must not lose sight of the fact that the primary emphasis of co-op is, and must remain, educational in the broadest sense of the word. Indeed, the federal program is designed to protect this integrity. That is why, for example, we insist that participants must be full-time students and that placements must be with established employers who can properly provide job assignments in a business setting.

We want to see the projects we sponsor succeed. That, in part, is why the entrance standards are high. We want people to know what they are getting into before they undertake a program. We are offering needed encouragement but it should be understood that our financial participation has limits both in terms of dollars and duration. The projects which we help initiate may already be in the conceptual or planning stages -- projects which universities, community colleges, and educational authorities are serious about implementing. We do not, however, intend to play an ongoing support role for individual co-operative education programs.



Institutions must not get into co-op education simply because money is available. People must get into them for the right reasons. Provinces should be able and willing to carry on with them once federal support ends. That is why we ask for an indication of continued support for the programs before we help provinces start them.

We are committed to encouraging the growth and development of the co-operative educational ideal. This is an exciting high-potential venture from which we should all be able to learn and benefit. It will involve a great deal of work but with the support of dedicated people such as you, success is assured.

As we embark on this change, there are many issues regarding future direction which need clarification and resolution in the co-op community. You will most probably be giving thought to these as you go about your deliberations in the next few days. Not all of them will be as easily decided as a new definition of what constitutes co-operative education. Not all may be on this year's agenda. I would at this point like to share with you my thoughts about some of the challenges which you are facing and most probably considering.

Co-op education being what it is, is bound to expand in the future. Careful thought should be given to proper channeling of this growth. Gradual, rather than explosive, expansion would no doubt be desirable. Growth will occur, not just in terms of the number of programs or students involved, but in a geographical sense as well. It is interesting to note



that, of the five largest co-op institutions in Canada, not one is located in any of our major metropolitan areas. Toronto, Montreal and Vancouver, and other large urban centres all seem to offer obvious potential for expansion of co-op education.

I would also hope to see an increasing number of co-operative education programs offered in such areas as arts and the humanities. At present only 10% of Canadian co-op students are enrolled in programs outside the technical and business areas. I am aware, for example, that the University of Lethbridge has, for the last several years, offered co-op to its arts and science students. I am also encouraged by the positive start made in this direction by the University of Waterloo with its recent introduction of a co-op program in English. Surely there is potential for developing programs geared to the transferable skills taught in our institutions of higher learning. It is most certainly an area for further investigation.

Another issue to which priority should be given is the relationship between co-operative education and other similar systems for combined education/employment experience. In particular, you will no doubt want to determine your position vis-à-vis work experience or work study programs at the secondary school level. It would appear to me to be sensible to increase the impact of the total education system by building post-secondary co-op programs on what has gone on before in the high schools. You might want to consider such a rationalization.

Because of its past success and future promise, public policy makers and



society in general will increasingly express interest in, and place demands upon, co-operative education. The Ontario Ministry of Colleges and Universities has already commissioned a task force to study the possibility of extending co-op education within the province's community college system. What should the response of educators be to these new thrusts? This question will probably have to be answered on a case-by-case basis, but you could think in advance about possible issues which may arise and determine basic policy positions concerning them.

Finally, in your deliberations to define new directions you will probably want to ask yourselves what your organization's particular role should be. Should your association be more involved in research? Should its role be that of a publicist -- or a co-ordinator and disseminator of information? What role should it play vis-à-vis policy determination? I will not presume to tell you how these issues should be determined. As the key-note speaker, it is my role to stimulate thought -- to attempt to define the issues -- not to solve them.

The issues I have mentioned, as well as many others, both domestic and international, will require judicious consideration on your part. As leaders in this exciting field of co-operative education you have a vital role to play. You will be called upon to move toward the future with purpose, determination and foresight. On behalf of the Federal Government, I look forward to working with you, in a co-operative partnership, to promote the philosophy of integrating work with learning.

I am greatly honoured to have been asked to speak to you tonight and




to share with you our efforts to foster co-operative education. I hope that I have been able to help stimulate your thoughts about some of the new directions and new demands evolving in this field. I wish you much success with your conference and in the days ahead with your endeavours in the area of co-operative education.







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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF EMPLOYMENT AND IMMIGRATION  
MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON  
TO A  
PUBLIC MEETING SPONSORED BY THE  
PORTUGUESE ASSOCIATION OF WINNIPEG  
WINNIPEG, MANITOBA  
THURSDAY, SEPTEMBER 8, 1977

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I would like to thank you very much for inviting me to Winnipeg and for making me feel so welcome here. As you may know, approximately a year ago I was Minister of National Revenue. It was at that time that the Prime Minister asked me to switch to the Immigration portfolio. This year has seen the passage of two major bills, both of which I was privileged to introduce -- amendments to the Unemployment Insurance Act and a new Immigration Act.

The first year has been hectic, exciting and challenging with the two bills tying me to Ottawa week after week. Because of my deep involvement with the two bills, I have been unable to meet groups such as yours as much as I would have liked.

I think it is essential for a Minister of Immigration to keep in regular and close contact with immigrants. And so I am truly grateful to you for inviting me to Winnipeg to talk about immigration.



It is exhilarating to come into a hall like this and to see so many people who have formed a community of Canadians... of people who want to be Canadians, but who are still very proud of their ancestral heritage. This is a most encouraging sign for our country. The Canada that we are building will be built by you and your children and all the people in this land who came here, or whose parents came here, to seek a free and open society where each man and woman could find fulfillment.

And to think that in Winnipeg there are a score of communities, each preserving its language and tradition and pride in its history, makes us all realize how fortunate we are that Canada is made up of people like you.

Members of the Portuguese community may be interested to know that in March I had a very valuable and productive discussion in Ottawa with the Portuguese Minister of Emigration, Dr. Joao Lima. I say to you what I said to Dr. Lima, and to the Portuguese Ambassador then -- we salute the very great contribution that Portuguese have made to Canada.

Portuguese immigration, since it began in the fifties, has played an important part in the total flow of immigrants to Canada. I want this to continue and I have personally instructed my officers in both Canada and Portugal to make every effort within the regulations to encourage the flow of Portuguese immigrants.



Tonight I would like to talk to you about the new Immigration Act ... to point out some of its innovations and to discuss the ways it may most directly affect you.

The previous immigration statute had not been revised or amended since 1952. It reflected values and assumptions that were inappropriate to the Canada of 1977. The '52 Act has been labelled, with some justification, a "gatekeeper's act". It spelled out who could enter the country and who could not. Its thrust was negative.

For example, it prohibited epileptics and the mentally retarded. I am proud to say that the new Act has removed these restrictions.

In the old Act there was no mention of the positive side to immigration -- of why we in Canada want immigration, of the benefits that immigrants bring to this country.

The new Act sets out, for the first time, the fundamental objectives of our immigration policy. It establishes in law the principles of respect for the family, of non-discrimination, and of humanitarian concern for refugees. It introduces the concept that immigration should promote the achievement of social, cultural and economic goals.



These objectives are not simply token expressions or pious hopes: they are the guiding principles which inform the entire Act. The regulations and administration of the Immigration Act will flow from them.

Another significant improvement in the new Act is its provision for the management of the level of immigration to Canada. For the first time there will be formal consideration each year of just how many immigrants Canada needs.

I should like to emphasize most strongly, however, that when we talk of immigration levels, this is not in any way to imply a quota system. Our immigration policy will remain completely non-discriminatory totally colour-blind.

After consulting with the provincial governments and examining regional labour market requirements, population needs and the availability of housing and social services, a forecast of the total number of immigrants to be admitted in the upcoming year will be announced in Parliament by the Minister of Employment and Immigration.

It would be irresponsible for us not to try to determine the number of immigrants that can be absorbed by the country in any one year. It is not fair, either, to prospective immigrants or to Canadians to accept more people than our economy and society can handle.



One distinctive feature of the new Act of which I am particularly proud is the recognition of our responsibility to refugees. Canada's record in accepting refugees is one of which we can be justly proud. My experience in visiting a refugee camp this spring in Austria brought home to me our obligations under the United Nations Convention on Refugees has been written into the new Act. We have adopted the U.N. definition of a refugee and we have established fair and sound procedures for the consideration of an individual's claim. Our humanitarian concern for the plight of refugees from around the world will not only continue, but is enhanced with this new Act.

But to deal with sudden world emergencies which may create thousands of refugees virtually overnight, the government has preserved flexibility. We can introduce special provisions to accept large numbers of refugees in exceptional circumstances, just as Canada accepted refugees from Hungary, in 1956... from Czechoslovakia, after 1968... Ugandan Asians in the '70s... and currently, refugees from Chile and Indo-China. While we have done our utmost to define in law our obligation to refugees and the tenets of our refugee policy, it is my conviction that no legal definition should be so absolute that there is no room for the exercise of compassion in the face of critical international circumstances.



Another most important principle which will doubtless be of special interest to you is family reunification.

I know that during the public debate on immigration policy which preceded the drafting of the new Act, there was some concern that the regulations affecting family reunification would be tightened. We have not tightened up in this area. In fact, we have expanded the opportunities for family reunification by replacing the present sponsored category with a new "family class" which will allow Canadian citizens to sponsor parents of any age, not just those who are over 60 or unable to enter the labour force, as at the present time.

Furthermore, we have not eliminated the nominated category as some feared we might. Under the new legislation, non-dependent relatives who are currently eligible for nomination will receive the same preference they now enjoy.

Family reunification will continue to be, as it always has been, a cornerstone of our immigration policy.



As I stand before you tonight here in Winnipeg, I am very conscious that no city in Canada has had a closer connection with our history of immigration. Winnipeg was not so long ago the Gateway to the West, the final jumping-off point for those courageous pioneers who came to settle our great Western plains and prairies. This city is a symbol of their hopes and dreams. It continues to receive immigrants, full of hopes and plans for their future in the new land.

Although the West is no longer the land of pioneers and settlers it once was, there are still challenges and opportunities unlimited in Canada. We will always need infusions of fresh blood and energy to cope with challenge and to seize opportunity. Let us hope that all Canadians will show the optimism and the pioneering spirit of those who came and still come to Winnipeg. If that is the case, we need have no fears for the future of Canada.









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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF EMPLOYMENT AND IMMIGRATION  
MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON  
TO A  
MEETING OF ETHNIC LEADERS  
WINNIPEG, MANITOBA  
FRIDAY, SEPTEMBER 9, 1977

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As ethnic leaders, I know you are all keenly interested in Canada's immigration policy, so I welcome the opportunity to talk to you tonight about our new Immigration Act, which is expected to go into effect early in 1978.

The importance of this new Act on Canada's future cannot be overstated. When we consider the fact that, with the exception of our native people, we are all -- in the final analysis -- immigrants or children of immigrants, its impact on our future looms large.

Over the past several generations, we have grown, prospered and matured as a nation because people have had the courage to leave their homelands to spin out their dreams and ambitions in this country. They brought with them their gifts of talent and hard work, and we have given them in return the opportunity to be free and to prosper. And prosper they have.

Part of the reason for the success of immigrants in this country lies in the kind of society we are. Some five years ago, we officially recognized what had been an unwritten policy for many years in this country. I am referring to the policy of multiculturalism, which recognizes that a country like Canada, built up and fortified by generations of immigrants from all over the world, does not have one homogeneous culture.



By the same token, we do not consider one ethnic group or race more important or more desirable than any other. All ethnic communities in Canada are seen as essential elements in our national personality and all have a right to the same respect and freedom of cultural expression.

This cultural diversity attracts immigrants from every corner of the globe, and our new immigration legislation will do nothing to change that. If anything, the new Act strengthens the multi-cultural character of our immigration program. I say this because one of the principles upon which the Act is based is non-discrimination. No one will be kept out of Canada because of a certain skin colour or particular nationality.

It is true that, under the Act, the Minister will be making annual announcements regarding the number of people Canada can comfortably admit. This annual figure will be arrived at in consultation with the provinces, and will take into account such considerations as labour market needs, population requirements and the availability of social services. But more importantly, it will be a global limit, not a country-by-country quota.

Anyone from anywhere in the world who seeks to come to Canada will have an equal chance to do so, providing, of course, that they can meet basic admission standards designed to protect public health, safety, order and national security.



This marks a vast improvement over the obsolete and unjust provisions of the 1952 Act. Just to give you an idea of how archaic the previous legislation was, one section gave the government the power to prohibit the admission of persons by reason of nationality, citizenship, ethnic group, occupation, class or geographic area of origin. Most of these are provisions which have long since been discarded in practice, but which were still on the books and, in theory at least, enforceable.

The same section of the 1952 Act went on to say that people could be refused entry because they had -- and I quote -- "peculiar customs, habits, modes of life or methods of holding property". These provisions are not simply old-fashioned or curious -- they are frightening. Alone, they could keep out almost any ethnic group you care to mention.

It was not enough to simply let such provisions die from lack of application, which is what happened to most of them. We had to go that one important step further and replace them with provisions which reflect what our true objectives are.

The principle of non-discrimination is only one of four to which we have committed ourselves in the new legislation. The others are family reunification; compassion for refugees; and the promotion of Canada's economic, social, cultural and demographic goals.



By making these principles the foundation of our immigration policy and by writing them into our immigration law, we are setting a precedent both in Canada and among the other countries of the world. We are saying that we want Canada to continue to be a desirable place to live by making our immigration policy support the long-term objectives we are developing for this country. And, anyone who is thinking of immigrating to Canada will know from the outset what we are looking for and what principles we are committed to.

Right now, I'd like to talk a bit more about two of those principles which are no doubt of special interest to you -- family reunification and compassion for refugees.

I know that during the public debate on immigration policy which preceded the drafting of the new Act, there was some concern that the regulations affecting family reunification would be tightened. We have not tightened up in this area. In fact, we have expanded the opportunities for family reunification by replacing the present sponsored category with a new "family class" which will allow Canadian citizens to sponsor parents of any age, not just those who are over 60 or unable to enter the labour force, as at the present time.



The host country must protect the interests of its own citizens, while at the same time ensuring that prospective immigrants will be given the opportunity of living the full life to which they are entitled. On the other hand, immigrants must demonstrate that they have the ability to establish themselves in our country and make a contribution to our development.

So, when we talk of immigration as a privilege, I often wonder whose privilege it is -- the immigrant's or the country which has the tremendous advantage of prospering in an atmosphere of rich and varied cultures. In Canada, I believe it is a mutual privilege, and it is on this basis that we have drafted our new Immigration Act.







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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF EMPLOYMENT AND IMMIGRATION  
MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON  
TO THE  
TORONTO ROTARY CLUB  
ROYAL YORK HOTEL  
TORONTO, ONTARIO  
SEPTEMBER 16, 1977  
12 O'CLOCK

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I would like to thank your program Chairman, Ted Shuter, for inviting me to speak here today. Ted and I are old friends. Actually, it was my father who first introduced him to Rotaries back in North Bay. Mind you, the North Bay Club may not compare with yours in size, but the fraternal spirit and goal of community service were and are the same.

In fact, ever since the first club was founded by a Chicago lawyer in 1905, Rotary Clubs have had a very distinguished record of public service.

From its founding some 65 years ago, your own club has played its full part in helping this city mature into the leading industrial, commercial and financial centre in the country. Since 1950, Toronto has grown at an incredible pace; its rate of economic growth is probably unequalled by any other North American city.

The Toronto of 1977 is very different indeed from the city I knew as a student at the University of Toronto in the early 50's. Toronto has become so much more exciting, stimulating and attractive. It has become a truly sophisticated and cosmopolitan city. The character of Toronto has been enriched and transformed; some might say Toronto has now really come of age.

Immigration has been an important factor in both the increase in the city's population and in its cultural and social flowering. Ontario has consistently attracted some 50% of all immigrants admitted to Canada in recent years and, as you know, many of these people have settled in Toronto. Immigration has been the largest single contributor to the growth of our major cities.



Immigrants have changed the atmosphere of this city. They have brought variety and diversity to its character; they have added new and exciting strands to its cultural fabric - yes - and added strains. The positive contribution which immigrants have made to the economic, social and cultural development of this city is undeniable.

The rapid rate of metropolitan growth which has occurred in the last quarter century has not been completely painless. The constant influx of people into our large centres has placed a considerable strain on our cities. Housing, social and municipal services, educational and recreational facilities -- all have felt the pressure of rapid population growth. It is clear that Toronto, Montreal and Vancouver have not always been fully prepared for the impact of sharp increases in population.

In fact, it has been projected that if current trends continue, between 80 and 90% of Canada's people will be living in urban centres by the year 2001.

What is the proper role for immigration to play in these developments? How many immigrants can we comfortably absorb each year? Those questions are now being faced and partly being answered by our new immigration legislation which received Royal Assent on August 5th.

A distinctive feature of the New Immigration Act is that for the first time, it links demography and immigration, sets the basis for the planning of future levels of immigration, and provides for a form of management of



the immigration flow. The previous immigration statute, which had not been amended since 1952, did not foresee the growing number of people who would seek to live in a highly developed, increasingly urbanized country. The 1952 Act spelled out who could and who could not enter this country, but it was silent on the question of the total number of immigrants to be admitted.

As a result, there were wide fluctuations in the number of immigrants admitted from year to year, ranging from a high of 280,000 in 1957 to a low of just over 70,000 in the early 60's. Such variations made rational planning to accommodate the flow of immigrants extremely difficult.

Now, for the first time in Canada there will be formal consideration each year of just how many immigrants Canada needs.

I should like to emphasize, however, that when we talk of immigration "levels" this is not in any way to imply a quota system. Our immigration policy will remain completely non-discriminatory and colour-blind.

After consulting with the Provincial Governments and examining regional labour market requirements, population needs and the availability of housing and social services, a forecast of the total number of immigrants to be admitted for 1979 will be announced in Parliament next year by the Minister of Employment and Immigration.

The Government will now have the necessary flexibility to govern the



movement of immigration in line with Canada's needs. This innovation will result in a more managed immigration system and will make our immigration more responsive to prevailing conditions in Canada.

It would be irresponsible, in my view, for us not to try to determine the number of immigrants which can be absorbed by the country in any one year. It would not be fair either to prospective immigrants or to those of us who reside in Canada if we were to accept more people than our economy and society could handle.

Not only is the control of volume of immigration important, but also the Government would like to encourage a more even distribution across the country of the flow of immigrants. The new Immigration Act contains a provision which aims at achieving some geographical balance in this respect. While still abroad, immigrants will be free to choose their destinations in Canada. But on arrival they will be obliged to proceed to their chosen destinations in Canada in order to receive their permanent resident status, instead of receiving it at the port of entry as is now the case.

This is being done because our studies indicate that most immigrants tend to settle at their point of first arrival in Canada. We would prefer that destination to be the one agreed to when the visa was issued, rather than the port of entry -- which is usually Toronto, Montreal or Vancouver. Of course, immigrants who dislike their initial destinations will still be free to move on after receiving their permanent resident status, but, as our studies indicate, most will want to stay.



Another important factor to which the new Act addresses itself is illegal immigration. It is a problem. To maintain the integrity of the immigration system, the Government must have the authority to deal with those illegally in this country. While no one knows how many "illegals" are in Canada today, I am confident that the measures to control illegal immigration contained in the new Act will be effective.

The new Act stipulates that applications to study or work temporarily in Canada must be made abroad and generally visitors may not change their status to that of student or worker while in Canada.

Most illegal immigrants are visitors who do not leave the country when their period of authorized stay is expired or who work or study without authorization. They are often exposed to exploitation by unscrupulous employers and others who may be aware of their illegal status. In order to discourage such abuses and other problems, employers will continue to be required to satisfy themselves that new employees have the right to work in Canada.

Furthermore, the Act makes it an offence for an employer to knowingly hire anyone not authorized to work here. Those who are neither Canadian citizens nor permanent residents will be issued distinctive social insurance numbers to identify them and thus alert employers that those employees must have valid employment visas. Employers who hire persons not



authorized to work in Canada will face stiffer penalties than at present.

I firmly believe that immigration is a privilege and not a right. It is a privilege not only for the immigrant, but also for the country which is renewed and strengthened by newcomers.

Immigration is a two-way street -- the host country must protect the interest of its own citizens while at the same time ensuring that prospective immigrants will be given the opportunity of living the full life to which they are entitled. On the other hand, immigrants must demonstrate that they have the ability to establish themselves in our country and make a contribution to our development. It is a mutual privilege and it is on this basis that we have drafted our new Immigration Act.





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NOTES FOR AN ADDRESS

BY THE

HONOURABLE BUD CULLEN

MINISTER OF EMPLOYMENT AND IMMIGRATION

AT THE

NATIONAL CONFERENCE ON COMMUNITY EMPLOYMENT STRATEGY

OTTAWA, ONTARIO

NOVEMBER 2, 1977

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I would like to say at the outset that it affords me tremendous pleasure to see you here today; community, provincial and federal representatives -- all participants in the Community Employment Strategy process. May I welcome you to Ottawa and to the first Community Employment Strategy National Conference.

I must admit that when I took over this portfolio, CES was just another jumble of letters. I know better now. CES is not just another job creation program. CES is a coordination process tying together the resources of the communities, the provinces and the federal government, in order to open up employment opportunities for the chronically unemployed.

The concept of the Community Employment Strategy emerged from the Orange Paper on Social Security in Canada. My predecessor Robert Andras, and Marc Lalonde, then Minister of National Health and Welfare both agreed, after long discussions with their federal and provincial colleagues, that a concerted effort had to be made for strategic use of common resources to attempt to solve the continuing problem of the chronically unemployed. It was felt that the root of the problem lay not so much in a lack of available resources, but that they could be better utilized if all concerned community, provincial and federal agencies worked cooperatively towards a common goal.

That was in 1973 and it still makes good sense today.



Coordination of resources on a federal, provincial and community level is the key function of CES. Without effective utilization of all resources at all levels, any attempt to deal successfully with the chronically unemployed is pointless.

On the federal level, the Employment and Immigration Commission is only one of the many actors in the game. Departments such as DREE, Health and Welfare and Indian Affairs are also actively involved. The same thing holds true in the provinces. Experience has also shown that the communities themselves have many resources that can be harnessed. No one department or group takes precedence over another. We're all in this together.

This conference is a landmark in the CES process. For the first time, we are together to compare notes, talk about our successes, and confront our problems.

Our experience so far with CES clearly shows considerable progress can be made if people sit down together and work out joint solutions. This does not necessarily involve additional resources. We all have to face the fact that the resources are not unlimited. But CES is a beginning. The developmental phase of CES will give us a clearer understanding of the problems we face.



At first glance, it would be easy to think that CES is dealing with only a small area of the unemployment problem, but the question of the chronically unemployed is far-reaching. Any unemployment can become chronic as time passes and the person's abilities to participate in the labour market decrease.

You come from virtually every part of this country. Each of you deals with different situations, depending on the communities you are working in, but remember -- the handicapped person in Kamloops and the single parent in Halifax share a basic and agonizing fact of life -- they do not have economic independence.

We must coordinate our own knowledge, share what we have learned and bring our talents and expertise to bear on a problem which is nation-wide. We all want the same thing -- to help people into jobs. We all bear a responsibility, at every level, to give the chronically unemployed a future. It is a fascinating and exciting challenge. It isn't just the future of a scattering of people in some twenty or more communities -- it is the future of hundreds of thousands of Canadians.

At this time I am pleased to announce that the federal government has approved an extension of the CES developmental phase. It will be extended to March 1979. I have written to my provincial



counterparts seeking their approval for a continuation of CES within their areas. I know that, apart from giving us some much needed breathing space, the extension will allow us to evaluate the work already done -- work which I am confident will be reflected where it counts -- in jobs for the chronically unemployed.

I am personally enthusiastic about the Community Employment Strategy, and firmly committed to it. It's one solution to a very difficult problem that, only a few years ago, seemed insoluble. It is the product of a sincere and spirited group of individuals getting together and wanting to do something for the good of their community. I am confident that much more success lies ahead. The challenge is there. It will be met.

I would like to thank you for joining in the CES experiment and I look forward to hearing more as the work progresses, both here and in the communities.

Thank you.





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NOTES FOR ADDRESS TO  
THE MEMBERS OF POINTE CLAIRE  
CHAMBER OF COMMERCE  
BY  
THE HONOURABLE BUD CULLEN  
MINISTER OF EMPLOYMENT AND IMMIGRATION  
NOVEMBER 22, 1977









Good afternoon everyone. It is a pleasure to visit Pointe Claire and it's a pleasure to have the opportunity to speak to the Chamber of Commerce. Employment and Immigration has enjoyed excellent relations with your Chamber, in particular with hire-a-student programs.

I would like to touch on a few points relating to one of our major concerns at Employment and Immigration Canada ... manpower planning. For us, the concept embraces planning at the level of the firm, at the level of the industrial sector, at provincial, regional and national levels; but today I would like to concentrate on planning at the level of the firm and the Canada Manpower Centre.

It has been said of corporate manpower planning that it is like the weather, everybody talks about it but nobody does anything about it. That isn't true, there are many firms in which manpower planning is taken seriously, but there are also many in which it gets only lip-service approval.

Employers in sectors of the economy that are particularly unpredictable have sometimes decided that for them, manpower planning is a waste of time. If a firm depends for all of its business on a small number of short-term contracts, how can it possibly engage in long-term manpower planning? The point is well-taken, I would only suggest that if any plans are made, however tentative, manpower plans should be included.



It is worth noting that some of the successes in manpower planning in this country have been achieved in the sectors of the economy in which planning at the level of the firm is most difficult. I could mention in particular the construction sector. The successes have involved cooperation between government and business associations in planning for manpower needs of the sector as a whole. The federal government contributed more than \$78 million for training in the construction industry last year. We have every hope for continued cooperation of this kind in the future.

Much of what has been written and said about manpower planning has concerned the planning process in large corporations, planning that includes the sophisticated tools available only to large concerns. This accent on planning by means of complex inventories and computer models may be one of the reasons that manpower planning hasn't taken hold in small business to the extent that we think it should.

It's our belief that it's essential for small business. The basics of the concept, whether applied in a firm that employs five people or in a firm that employs fifty thousand, are the same ... a forecast of future manpower requirements (expressed in terms of the number of people and the skills); an assessment of the skills of those already in the employ of the firm; and a plan for adapting or increasing the existing work force to meet the future requirements. Manpower planning puts the right person in the right place at the right time.



The owner or manager of a small business has most of what he needs for manpower planning. He knows his plans, even though they may be tentative, he can forecast his manpower requirements. He knows the skills of his employees, he can plan to adapt or increase his staff accordingly. What he may not have is the flexibility, or the facilities, or the time for training and recruitment. And that brings me to the subject of the Canada Manpower Centre, and in particular the CMC I visited this morning, the Pointe Claire CMC.

Incidentally, as many of you know, the Canada Manpower Centres across the country will be known in the near future as Canada Employment Centres. The change of name reflects the fact that we intend to integrate the former Unemployment Insurance Commission and the former Department of Manpower and Immigration not only at the administrative level, but at the service level as well.

The local offices will be integrated, at which time they will no longer be known as Unemployment Insurance Offices and Canada Manpower Centres, but as Canada Employment Centres or CECs. They will offer employers the same services now offered by CMCs. The only difference that you may notice as a result of integration will be that the CEC will have a better inventory. With both services under the same roof, everyone who applies for unemployment insurance benefits will be immediately placed in the manpower inventory.



To return to the topic of manpower planning and the CMC; when I speak about CMC services, I often try to give my audience an idea of the range of activities of the Centres by naming the services and the programs they administer. Today I would like to take a different approach; to mention a few employers in the Pointe Claire area who have used the services of the CMC. I think you'll be able to see that the services we have offered these employers are services you can use in manpower planning.

Recruitment is the best-known service of the CMC and it's for this service that most employers make their first contact with the Centre. Beaver Lumber approached us to find 75 employees for its new distribution centre here. The vacancies were made known on radio stations and in newspapers. We screened applicants, scheduled the interviews and provided the space for the interviews to be conducted. Beaver Lumber got the staff it wanted, and I think it's a credit to the staff of the Pointe Claire CMC that 73 of the 75 people referred for interviews were hired.

As you know, our services are also available when workers are laid off. No one wants to lay off, of course, and when the employer and the CMC work together, we can make the adjustment easier. The CMC in Pointe Claire has worked with Dorval Diesel to find new jobs for most of the 184 people recently laid off. In a similar case Delpro laid off 37



people. We found jobs for all of them. Also RCA has informed the CMC of layoffs and the staff will be looking for new jobs for the employees involved.

If you have to lay off employees, tell the CMC as soon as you can. It's good for us, it gives us the time we need to find new jobs, and it's good community relations.

F.W. Huber Industries, a new employer in the area, recently approached the CMC with an interesting problem. In the manufacture of skis, the company needed to hire and train a number of employees to work in a new technology developed in Europe. The employer and the CMC have been working closely together on this problem. Workers with special skills are being recruited, and with financial assistance from the Canada Manpower Industrial Training Program, technicians from Europe will be brought over to teach 19 new employees the skills they will need. I am personally pleased to see these jobs go to Canadians.

Gaston Bouchard Limitée has recently arranged to hire and train 16 new employees. Forged Steel Valve Corporation has made a similar arrangement with the CMC for the hiring and training of 12 new employees.

These examples of cooperation between employers and the CMC illustrate recruitment and training, the two major services we offer. But there are others, some of which may apply to your manpower needs.



I might add in the context of services to employers that your CMC is particularly active in cooperation with the Federal Business Development Bank in the promotion of management seminars and the identification of client employers in need of management consultants or financial assistance.

The best way for you, as employers, to use our services is to have a manpower plan. I urge you to take a hard look at your future manpower requirements and talk them over with the CMC. Mr. Lagace and his staff will welcome you. They, and the staffs at other CMCs across the country have seen manpower planning work for employers.

They have seen employers systematically choosing the best person for each job, and not selecting less satisfactory employees to meet urgent demands. They have seen the worker satisfaction, the reduced staff turnover, the increased production, and the employer satisfaction that have been the results of good planning.

If you make manpower plans in consultation with the CMC, it will do its best to make your plans work. If you're not satisfied with its service, contact the manager and demand an explanation. The CMC wants that kind of rapport with employers. To work together effectively, both sides need a good knowledge of how the other works and what the other needs.



To adopt a slogan of the hospitality industry "If you like us, tell your friends, if you don't, tell us".

Thank you for the opportunity to speak to you this afternoon.









Minister  
Employment and Immigration

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STATEMENT

BY

THE HONOURABLE BUD CULLEN

MINISTER OF EMPLOYMENT AND IMMIGRATION

DECEMBER 7, 1977.







Employment and Immigration Minister Bud Cullen doesn't think Canadians need a "kick in the gut", and despite what the newspapers and broadcast outlets have been reporting, he never suggested it.

A transcript of remarks by the Minister to a University of Ottawa audience last weekend shows the Minister did use the phrase, but it also demonstrates Mr. Cullen was the victim of a classic incident of out-of-context reporting.

The news account distributed by The Canadian Press quotes the Minister as follows in discussing Canada's unemployment problems: "We've been spoiled rotten," he said. "Canadians have been living too high on the hog. We need a kick in the gut..."

A tape recording reveals the controversial phrase occurred in the course of an answer to a question, in which Mr. Cullen discussed the background to the imposition of wage and price controls in Canada.

This is the precise quotation: "...I think one of the problems we've had in Canada is that we've been spoiled rotten and we've been living pretty high off the hog. And as a result of that we tend to expect that that is going in fact to continue. We haven't had what I call a kick in the gut the way the States had when they had this all-of-a-sudden oil embargo. They couldn't get what they required. They had to line up for gasoline and they had such an economic and psychological jolt that they are being a little bit more realistic in what prices they are charging for their product".

Mr. Cullen then went on to discuss Canada's experience with wage and price controls.







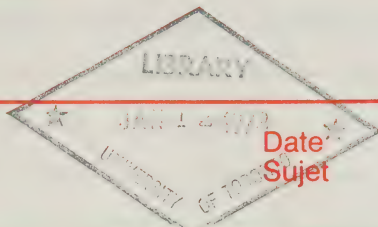


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STATEMENT TO BE TABLED BY THE MINISTER OF EMPLOYMENT AND IMMIGRATION  
AT THE OECD HIGH-LEVEL CONFERENCE ON YOUTH UNEMPLOYMENT,  
DECEMBER 15-16, 1977, PARIS

(Agenda Item #4)







We in Canada see this OECD Conference on Youth Unemployment as very timely from a number of points of view. In the first place, in an international context, youth unemployment is a disturbing feature of the overall economic situation that is facing OECD countries. It was seen as serious enough by Heads of Government to warrant special mention at the Downing Street Summit in May of this year. Secondly, for Canada itself, the Conference occurs at a time when we are exploring various measures to come to grips with Canadian youth unemployment. Canada can benefit from other countries' experiences with the kinds of initiatives we are studying. I therefore view the Conference as a valuable opportunity to exchange experiences with my colleagues in other Member Countries concerning youth unemployment and measures being adopted to deal with it.

We share the concerns of many OECD countries that high unemployment among young people imposes both economic and social costs. Not only do the productive capacities of youth (especially the highly-educated) go unused, but young peoples' basic attitudes to work and society may also be influenced by the discouragement that accompanies high unemployment. The costs may also become political, if young people become disillusioned enough to seek disruptive change in society.

Unemployment as a general problem must be attacked through our comprehensive economic strategies, through the stimulation of economies consistent with continuing efforts to control inflation. We have been working in this direction through the OECD, particularly



in the Economic Policy Committee, in recent months. A continuing commitment to trade liberalization is also an important aspect of our approach to improved economic performance.

Against the background of these international circumstances, I want to describe the youth unemployment situation in Canada. In 1977, youth unemployment rates have risen to over 15 per cent, reaching 15.2 per cent in November. In contrast, adult unemployment rates are of the order of 6 per cent. Relative to many other OECD countries, then, Canada's youth unemployment rate is very high. These unemployment levels reflect the combined effects of several factors, some peculiar to Canada, some common to all OECD countries.

In the first place, Canada is almost unique among OECD countries in terms of the rapid rate of growth of its youth labour force. Between 1960 and 1975, Canada's youth labour force doubled, while most other OECD countries experienced significantly slower rates of growth, and in several cases, actual declines. This rapid Canadian expansion, which completely reversed earlier trends, reflected the postwar "baby boom", the products of which began to reach working-age in the 1960's, and also the sudden increase in participation in the labour force by Canadian youth in the early 1970's. Over the same period, Canadian youth employment also grew very rapidly, but was unable to absorb the even larger labour force growth. Thus youth unemployment increased.

Canadian young people brought with them, in increasing quantities, their own particular employment and unemployment



patterns which reflected their difficulties in entering the labour force. As they entered the labour force in larger and larger numbers, the unemployment problems associated with their entry difficulties became an increasingly important component of youth unemployment as a whole. For young people, factors such as a lack of experience or appropriate training often relegated them, after bouts of unemployment, to jobs that were undesirable in several ways: low pay, poor working conditions, little opportunity for training, a propensity to layoff, or, for the better-educated especially, a job in which their education could not be put to use. Such factors have contributed to very unstable work patterns among Canadian youth, many of whom withdraw completely from the labour force for temporary periods.

In addition, youth unemployment in Canada is characterized by great regional variations which are also apparent in adult unemployment rates. In 1976, for example, when youth unemployment in the heavily-industrialized province of Ontario and the rapidly-growing Prairie Provinces was 11.2 per cent and 7.7 per cent, respectively, the slower-growth eastern regions of the country, Quebec and the Atlantic Provinces, experienced respective youth unemployment rates of 15.5 per cent and 18.4 per cent.

Another dimension of the Canadian youth unemployment problem is the annual influx of students seeking summer jobs. In July 1977, (the month of peak student summer participation) the student labour force numbered over 1 million, with unemployment rates above the national youth average.



Finally, superimposed on the above dimensions have been the shorter-term effects of the cyclical downturn in aggregate demand, apparent in all OECD countries in the last two years. In Canada, the effects of this downturn have been very clear. In 1975 and 1976, for example, youth employment grew by only 28,000 -- enough to absorb only one-fifth of this age group's labour force increase over the same period. The extent of adult employment shortfall over that period was much less serious; employment growth absorbed fully 75 per cent of adult labour force increase.

While long-term influences such as labour market entry problems and turnover can be traced as the source of young peoples' high unemployment levels relative to adults during the last decade, it is the more recent weakness in demand that has been the principal source of the rapid rise in youth (and adult) unemployment since 1975.

The many dimensions of the Canadian youth unemployment problem described above have presented Canadian society with the challenge of often having to address several objectives at once. The Federal Government has responded to this challenge as part of its overall response to the economic and labour market conditions it has faced. Of basic importance during the last two years has been inflation control and the attendant concern for maintaining Canada's competitive position in international markets. At the same time, the alleviation of regional economic disparities and seasonal unemployment have continued to be important objectives of government policy.



Canada's labour market policies have been designed to complement fiscal initiatives. On the labour supply side, the Canadian government's major tool has been its extensive support for training programs. These have afforded young people an opportunity to acquire skills necessary to permit their successful entry into the labour force. Upwards of 40 per cent of participants in these training programs are youth. That means that young peoples' share of the \$575 million spent on training is over \$225 million - a substantial sum.

Although institutional training remains the central feature of the Canadian government's Canada Manpower Training Program, in recent years greater emphasis has been placed on employer-centred training, in recognition of the importance to a trainee of actual work experience. In addition, the Federal Government continues to support provincial apprenticeship programs by underwriting the cost of apprentices' classroom training. More recently, the Federal Government has developed an experimental project to use wage subsidies to encourage employers to increase the participation of teenagers in apprenticeships. In addition, some 20 special Youth Employment Centres are being established to provide young people with specific counselling and career guidance material, and to intensify the delivery of manpower services to young Canadians, particularly those living in high unemployment areas.

On the labour demand side, Canadian labour market policy has also been sensitive to the overall directions of economic



policy. The rising unemployment levels of the past two years have led to an increase in the resources being put towards job-creation programs, both for permanent labour force members and for students in the summer months. Community-service projects continue to constitute the core of these programs, and have been reinforced by winter programs to create temporary employment in the public sector. Recent figures indicate that a total of \$450 million has been allocated for the current fiscal year for Canada Works, Young Canada Works, and other job-creation programs. These programs will be maintained at high levels in 1978-79.

Job-creation programs traditionally have been designed to serve those with employment problems. As a high-unemployment group, young people have participated extensively in these programs. In addition, in the Canadian context, students seeking summer jobs have formed a particular target group. In the summer months, government response has focussed directly on this youth group and has included not only temporary job-creation programs for students within the government and in community service projects, but has also reflected a philosophy of helping them help themselves through the establishment of temporary employment service offices catering solely to students seeking summer jobs. Temporary summer job experience programs in the private sector have also focussed on school dropouts.

Young peoples' serious labour force entry and adjustment problems, together with the success of the temporary summer job-experience programs, have prompted new initiatives focussed



specifically on young permanent labour force members. The first of these have been measures to provide young school-leavers with a period of work experience with private employers which will expose young people to the on-the-job experience they require to enter the labour market successfully. This program, the Job Experience and Training Program (JET), provides participants with 26 weeks of private sector employment with wages subsidized by the Federal Government. While initial plans called for some 6,000 participants under this program, the Canada Employment and Immigration Commission has undertaken to expand the program as much as is feasible during the coming winter. A central element of the JET program is the increased participation of the private sector - a new feature of Canadian youth-related programs.

Private sector participation has advanced one step further with the recent announcement by the Canadian Minister of Finance that a \$100 million job credit program, involving subsidized private sector employment, is being designed. While details on the program (including the extent to which it might focus on youth) are not yet available, it is expected to make a contribution towards improvement in the Canadian employment picture in coming months.

In summary, in both its training and job-creation programs, the Canadian Government is relying to an increasing extent on the co-operation and participation of the private sector. This marks a significant development in Canada's labour market policy. In addition, the Canadian Government has



established an Interdepartmental Committee on Youth Employment to coordinate the development of a federal Youth Employment Strategy, consistent with Canada's longer-term employment goals. It is expected that exchange of information about the experiences of other countries with youth policies and programs, received through channels such as the OECD High-Level Conference on Youth Unemployment, will be of great use in this development process.





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NOTES FOR A SPEECH ON:

INNOVATION IN THE LABOUR MARKET

BY THE

HONOURABLE BUD CULLEN

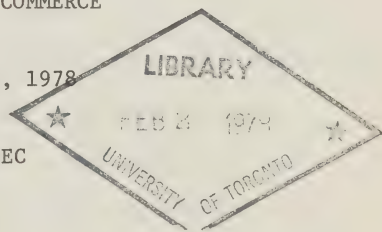
MINISTER OF EMPLOYMENT AND IMMIGRATION

TO THE

CANADIAN CHAMBER OF COMMERCE

MONDAY, JANUARY 16, 1978

MONTREAL, QUEBEC



CHECK AGAINST DELIVERY







Mr. Chairman, it gives me great pleasure to attend this meeting of the Canadian Chamber of Commerce here in Montreal today, and address so distinguished a gathering as is present. The excellent working relationship I and my predecessors have enjoyed with the Chamber has made me feel that I am among friends when I am among representatives of the Chamber. That comfortableness has often resulted in frank discussions on many issues and that is how I propose to proceed today.

I want to talk with you frankly about the condition of our economy and our labour market, to share with you some of the directions that we are taking to make sure that we are on a solid future track, and to discuss with you, on a confidential basis, some of the views I have about the sort of innovations that we need to contemplate.

I am sure that each of you is acutely aware of the problems facing your particular business sector and community. In the aggregate, the problems you feel are being experienced to a lesser or greater extent by all Canadians. We are experiencing serious economic problems which are manifested by the following: relatively slow over-all economic growth, sluggish export markets, a decline in the value of the Canadian dollar, moderating but still high inflation, and, of course, an unemployment rate which has risen to 8.5 per cent; a rate unprecedented since the Second World War.



There are, however, a number of encouraging signs of improvement in the general economy. We can anticipate the stimulating impact of large projects such as the Alcan Pipeline and some stimulus from recently announced things such as our shipbuilding plans. Our underlying rate of inflation is lower than in the past. We expect that economic growth will be more substantial in 1978 than it was in 1977. Our record of strikes and labour disturbances has recently shown considerable improvement. The decline in the dollar will help offset some of the very high wage increases of the past, and make us more competitive in export markets.

However, it must be obvious now that recovery will be slower than earlier hoped for and governments cannot spend their way back to better times. We need to consider some fundamental adjustments in the way we manage our economy. Institutions, including governments, and business, have to change and innovate if we are to work together effectively.

As you know, the federal government is determined to take a fundamental look at our economy, sector by sector, to determine what steps can best be taken in the medium term to ensure sound and healthy growth and development. This month and next, various sectors are being reviewed in a series of intensive federal-provincial meetings. In February, the results of the sector reviews will be brought together and considered in a three-day Conference



of First Ministers - the only occasion I can think of when First Ministers have had a conference on any subject that was scheduled for more than two days. We should emerge from these deliberations with a much sounder view of what we can do sector by sector, not just to patch, but to promote truly healthy private sector development.

I also expect that a number of horizontal issues will cut across all the sectors - issues such as the fundamental nature of labour market incentives, the question of how we can best ensure that an expanding private sector gets the trained manpower it needs, the question of the nature and orientation of measures to create jobs in our economy, and the question of what we can do to reduce youth unemployment in particular. We will need to look at innovations in a number of these areas - innovations that will not result in more public servants or galloping public expenditures, but innovations that may call for significant changes in the way we all do things.

Amongst those horizontal issues on the table is going to be the question of incentives and disincentives. There, I think, we are going to have to look very clearly at the role that is played, not just by welfare systems, but by federal unemployment insurance and provincial minimum wages as well.

The Canadian unemployment program is, in concept, one of the very best in the world. I think I can fairly say that it is also one of the best administered programs. Despite that, there have been



real questions raised in the past about whether a program of this kind may not have some significant disincentive effects, about whether there are not more productive uses for the funds.

The answer to the first question would have to be that the unemployment insurance plan, as structured in 1971, did have some degree of work disincentive built in.

What too few seem to realize is that we have already taken key legislative steps to reduce the problems, the costs, and the disincentives. Perhaps the most important of the legislative changes was to increase the number of weeks that people must work to be eligible for benefits from eight to between ten and fourteen, depending on regional unemployment rates. This and other changes are acting to reduce the total payout from the unemployment insurance account. But, more importantly, they should have a substantial impact on whatever disincentive element there may have been in unemployment insurance.

We have also made major strides in terms of letting people who need skills and cannot find jobs use their unemployment insurance benefits and their idle time to train for the skills they need. This double use of the same money is going to ease our skill problems on the upturn and you will also see it reflected in a reduction in government expenditures on training allowances.



We have also changed the Act to allow for work sharing - a system where temporary downturns can be cushioned when appropriate by temporarily cutting work hours by say, 20 per cent, rather than having to lay off 20 per cent of the workers. The advantage of this for workers in many circumstances is clear. The potential advantage for companies is that they will not run the risk of disappearance of a part of their trained work force that they will need later on. We will be testing this concept through carefully evaluated pilot projects to see whether it can and should be applied more generally in those circumstances in which both the companies and the unions feel it is the right thing to do.

These changes - the reduction of costs and disincentives and the utilization of funds for more productive purposes are, I feel, very significant innovations indeed. I do not think, though, that we have reached the limits of what can usefully be done.

I believe that we as a government must continue to be concerned about how the Unemployment Insurance Act operates. I believe that we must review that Act further to see if there are steps that we can take to bring it back closer to insurance principles and, without hurting the hundreds of thousands of Canadians who truly need the protection of unemployment insurance, succeed in reducing any remaining disincentive effects it may have. I know that I can count on the Chamber to come up with further productive ideas for change and I hope that, should they reach the stage of legislation, I will be able to count on your vocal and whole-hearted support at that stage as well.



I cannot, however, leave the question of the impact of government programs on incentives and costs without indicating that I believe that we need to look beyond the unemployment insurance program.

As you know, provinces have considerably raised minimum wages across the country in recent years. We now have a situation in which Canadian minimum wages frequently exceed those in most American States. We, and the provinces, are going to have to ask ourselves whether this is sensible and sustainable. There are valid social objectives underlying minimum wage laws, but we live in an international environment and we must be certain that we are not inadvertently causing ourselves major long-term economic problems because of our social views.

The question of labour incentives and disincentives and costs is one of great importance in a country like Canada but, in the long run, the questions of worker productivity and training and competence are probably of even more fundamental importance. Our economy simply cannot expand at the rate we need unless we have a ready supply of trained workers and unless we have workers who can be highly productive.

In Canada we have historically allowed ourselves to become too dependent on immigrants to fill our needs in many trades and professions. Our educational institutions have expanded greatly,



but not always in the direction of the greatest shortages. Our manpower training programs are substantial, but they have not succeeded in producing all the skilled tradesmen we need. It is evident, as the Organization for Economic Co-operation and Development has remarked, that we must consider anew the basic purpose and orientation of our post-secondary educational systems. We must also consider how we can best utilize the resources of our manpower training programs to meet the key business needs of the future.

I will be discussing educational and manpower matters with provincial Ministers later this week. I hope, however, that I can have at least the tacit support of the Chamber for some of the key new directions which I feel our Canada Manpower Training Program must take if it is to contribute in a major way to our medium-term economic growth.

In essence, I feel that we need to bring the manpower training programs back very much in line with their key objectives of increasing productivity and earnings and employability. The program should put less emphasis on polishing up educational qualifications for their own sake. It should put more emphasis on filling hard-edged skill needs and more emphasis on training in occupations and areas where that training is or will be truly needed for economic purposes.



We should be - and have been - increasing the percentage of our training that takes place within industry itself and is thus closely geared to the real needs of business.

We can, I believe, derive considerable benefits as a country from this progressive reorientation of our skill-producing systems. We have estimated, for instance, that if the post-secondary education stream and the manpower training stream were both adjusted to fill shortage needs, some 20,000 additional young Canadians could be in productive private sector jobs rather than unemployed and drawing unemployment insurance.

We can take steps to reduce disincentives to real work effort and we can take steps to reorient training or education systems, but neither of those two things will in themselves produce more jobs. The main way to produce more jobs in this country is very simple. It is to ensure that businessmen have a clear view of the way ahead and a sufficient prospect of profit potential so that they will feel justified in making the investment and taking on the people they need to produce the extra goods and services they can sell.

That is what the federal government is determined to do and it is much of what will underlie the thinking that goes into the important federal-provincial deliberations that I spoke of earlier.



Our experience in recent years, of course, has been that the very real private sector expansion of employment simply has not been strong enough to soak up the rapid labour force increases we have experienced. In keeping with other governments caught in the same situation, we have established a variety of government employment-creation programs to help fill the expected temporary gap.

One of our key responses has been the Employment Strategy - now funded at \$458 million - which I announced somewhat over a year ago. The Employment Strategy, in addition to a number of elements devoted towards making basic labour market improvements, has consisted largely of major quasi public direct job creation programs such as Canada Works and Young Canada Works and the Summer Job Corps and so on. These programs have been successful in Canada and imitated abroad. They provide, at a very low cost, large numbers of additional jobs and considerable real benefits to the communities they serve. They have been and will continue to be a very cheap and highly effective response to a pressing problem. They have not, however, been able to do what we would all wish - make a major contribution to the creation of permanent and continuing private sector employment rather than simply providing temporary work, however worthwhile.



We have, as a consequence, begun the gradual reorientation of the Canada Works Program. This year I have set aside some \$50 million of that program which will be devoted exclusively to economic growth projects - projects that will both provide immediate employment and also improve the climate for future private sector investment and jobs. One small example of the sort of thing we are doing is to use the funds to increase the stock of salmon on our coasts. More salmon means more private sector jobs and profits in catching them, processing them, and exporting them. It is a doubly productive sort of expenditure.

I want, in the months to come, to see how far we can go along the economic growth route. If we can use Canada Works, not just to provide immediate jobs, but to foster medium-term private sector growth, we can accomplish much.

I also wish, within Canada Works, to see more private sector sponsorship of projects. Quite a number of companies have successfully sponsored Canada Works projects which, while they do not yield a direct profit, are both good for the community and healthy for the firm in the long run. A number of pharmacies, for instance, have sponsored Canada Works blood testing programs. That sort of project both puts people to work, helps in the detection and reduction of disease, and is beneficial for the image and future business of the company concerned.



The gradual redirection of Canada Works towards providing an economic growth stimulus will be of great value, but I also believe that we should do more, even more directly with business, to stimulate employment.

As you know, we have for the past year or so been running, in co-operation with you, the Job Experience Training Program. The program began on a pilot basis a little over a year ago. Its success led to the Summer J.E.T. Program this year in which quite a number of Chambers participated most enthusiastically and successfully. That success in working with potential young dropouts has led on to a more broadly based J.E.T. program this winter in which I hope that you, rather than we, will be able to provide up to 12,000 additional jobs for hard to place young people. It is far too early to say just how successful we will jointly be this winter, but the signs indicate that the program is going well.

The collaborative effort that we have together put into these programs has led to a great deal of thinking about how they might be broadened and made in some way into one of the mainstays of early job creation in this country.

That is really what Mr. Chrétien has been talking about with his references to an Employment Tax Credit Program for this year which might amount to about \$100 million. The sort of program which we envisage is one which would be broader than just youth,



and would run on the basis of tax credits rather than government payments. The discussions we have had with members of the Chamber and other business organizations have suggested that you would prefer it that way. I expect that you will be hearing more on this score later in the month from Mr. Chrétien and myself, but would be most happy to discuss any particular aspects of it with you and get your views on how it can best be used and work.

We are coming up with a program tailored as much as we can make it to the sometimes diverse suggestions from the business community. It is a program which would enlist the co-operation the local Chambers of Commerce and Boards of Trade can supply and reimburse them for their costs. It would provide, instead of payments to people to create quasi public sector jobs, tax breaks for businessmen who succeeded in creating jobs over and above what would have been there anyhow. It will be a very direct form of direct job creation in the private rather than the public sector.

I said at the beginning of this talk that I wanted to talk with you about our economy, the labour market, and the directions that I think we should be taking, and the innovations that seem to be required.

I have been talking particularly about the innovations that I am making in our important manpower and immigration programs



but, as I am sure you realize, some change is implied on the part of business as well. We cannot run and do not want to run a new Employment Credits Program without you and your support. We cannot run an effective training program without your advice and your active participation. We cannot continue to reduce disincentives and make unemployment insurance more productive without your co-operation and your help and your strong support when key measures are before Parliament. We can reduce the need for immigration, but only if businessmen are willing to search for and help train competent Canadians rather than having automatic recourse to foreign sources of labour supply. We can do a great deal, but we can only do it with you.

I think we have, in the history of recent years, a basis for the kind of collaboration that I am talking about. I have been impressed by the degree to which the Chamber recognizes that it has a big and a real stake in the Canadian economy and by your willingness to help us do something about it, and particularly to help in our important efforts to provide jobs for our young people.

Mr. Chairman, to recognize the continuing support we have received from all branches of the Canadian Chamber of Commerce in our employment initiatives, particularly those associated with youth employment, I wish to present to you (the President) today, as a token of our appreciation, this plaque which reads as follows:



"Presented by the Honourable Bud Cullen, Minister of Employment and Immigration to the Canadian Chamber of Commerce. In recognition of the fine co-operation between the Canada Employment and Immigration Commission and the Canadian Chamber of Commerce on matters relating to youth and in particular the Student Summer Employment and Activities Program and the Job Experience and Training Program."

Thanks, Mr. Chairman, for the opportunity to address your meeting.





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Employment and Immigration

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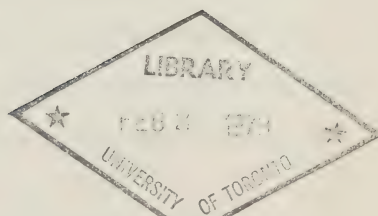
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NOTES FOR A STATEMENT BY THE MINISTER OF EMPLOYMENT AND IMMIGRATION  
TO THE JOINT MEETING OF PROVINCIAL MINISTERS OF EDUCATION AND MANPOWER  
VICTORIA, B.C. - JANUARY 17, 1978

(4 p.m. PST

7 p.m. EST)



CHECK AGAINST DELIVERY







I welcome the invitation to meet with you this afternoon for several reasons. In the first place, the fact that such a meeting between Ministers of Education and Federal and Provincial Ministers responsible for manpower matters is taking place is a reassuring indication that we all recognize the importance of the relationship between the educational system and the labour market. Secondly, I view this as an opportunity to bring you up-to-date on some of the major policy and program directions I am developing which have a bearing on the interface between education and work, particularly in the Canada Manpower Training Program. Thirdly, I shall refer to some areas in which federal-provincial co-operation has already resulted in innovative approaches to labour market problems and indicate areas in which extended co-operation might achieve beneficial results.

We in Canada are not alone in our concern for the relationship between the educational system and the labour market. At the High-Level Conference on Youth Unemployment sponsored by the OECD in Paris last month, one of the central concerns of member countries was the school-to-work transition. We are one of the few OECD members, however, in which the achievement of this objective is complicated by our federal constitutional structure. I view this as a challenge to be even more innovative and imaginative in our efforts to help young people obtain stable and rewarding employment.



While the present economic situation is responsible in some measure for the current high level of unemployment rates in general, the widening gap between adult rates (now about 6 per cent) and youth rates (now about 15 per cent) indicates that other fundamental structural factors are at work. Superimposed on these difficulties, as many of you are painfully aware, are the extensive geographical economic and employment disparities which characterize Canada, and result in a particularly critical youth unemployment situation in many areas. Some recent experience suggests that this can lead to serious apathy or indeed an indiscriminating antipathy to existing social values and institutions.

Volatile labour market behaviour on the part of youth is, of course, not new. In a complicated and rapidly changing labour market such as ours there needs to be a period of testing and learning, on the job, to "get the feel" of the working world. Nevertheless, given the magnitude of youth unemployment and its geographic concentration and negative consequences, we must seek better ways of helping young people to enter and remain in the world of work.

Education in its largest sense is clearly central to this issue. I must emphasize that I am not questioning the cultural role of education. It has made, and should continue to make, a fundamental



contribution to the enrichment of the lives of individuals and to the society as a whole. At the same time, education has always had a relation to the world of work, even when it was the virtually exclusive prerogative of elites. With the vast changes in our society, economy and labour market, and the much wider access to education, the linkages between the school and work must be carefully reassessed and adjusted. Indeed, there has been a spirit of innovation and adaptation in our education systems to help students prepare for their future careers. The development of Community Colleges, CEGEPS and Institutes of Technology is a case in point.

Nonetheless, there is disturbing evidence that expectations concerning the role of education in preparing young people for the labour market vary considerably. These differences are perhaps most dramatically highlighted in a recent survey conducted in one province among 3,000 high school students, teachers and parents. Asked to list what they considered to be the school's most important goals, the students ranked the abilities and skills needed for employment as 3rd on their list, while the teachers relegated these to 38th position.

There are a number of innovations that can and should be introduced to improve this situation. One is to arrange for students to get some practical experience in the world of work as part of their school program. We have evidence of a few very good co-operative education programs at the post-secondary level, but we need many more. I am keen



to promote experiments in activities of this sort, and we are currently offering funds for pilot projects in this area. But co-operative education programs take a great deal of planning, federal-provincial collaboration, and hard work to arrange. I hope that further consultations with your governments on this matter may lead to productive applications for even more co-operative education projects.

A second key response to the perennial problem of the young worker who cannot get a job without relevant private sector experience is the Job Experience Training Program or "JET". Under this program, which is operated by Boards of Trade and Chambers of Commerce, the Canada Employment and Immigration Commission subsidizes the wages of young school-leavers. Employers agree to hire these youths for up to 26 weeks between October and March with the possibility that they may be retained permanently if all works well. In addition, my colleague the Minister of Finance has already announced a \$100 million employment credit proposal, details of which are being worked out, but which will undoubtedly pick up the best features of JET and apply them on a vastly greater scale. Young people could be major beneficiaries of such a program.

This private sector involvement with youth programs, furthermore, has recently been taken one step further. Last week I had the first meeting of our new National Youth Advisory Group which is composed of members from key sectors of the community -- youth, labour, commerce, industry and education. Its role is to provide me with advice about what we can best do to reduce the serious employment problems that young people face



in our country. One step which we intend to take, and which I hope to announce soon, will be the pulling together of the various federal youth employment programs under one umbrella with strong co-ordination. Many provinces have also been extremely active in this field and I hope you will continue your efforts. I would hope, however, that we can better co-ordinate our respective initiatives in the future. I will shortly be writing to you on this score, and I hope that our officials can get together to ensure smooth collaboration and a real partnership to help our young people.

One of the Commission's most recent and interesting innovations is a new computerized occupational exploratory system, aptly named "CHOICES", with which many of you are already familiar. Utilizing computer terminals to explore occupational choices, it will enable people to tell a computer what characteristics they have - interests, aptitudes, education, physical attributes, etc., and what they expect from a job by way of salary, future outlook or working conditions. In return, the computer will provide a list of occupations, if any, that meet these criteria. I am pleased to note the provincial interest in this system; it is currently being field-tested in several high schools and universities as well as a number of Canada Employment Centres.

The Employment and Immigration Commission has provided and will continue to provide school guidance counsellors with the extensive materials it has prepared for use in vocational counselling and placement, recognizing of course that it is a clear provincial responsibility to



provide counselling in the schools. In this connection, I am pleased with the close federal-provincial collaboration which has contributed to the development of Careers Canada and Careers Provinces, and I am encouraged by the fact one province has adopted our "Creating a Career" course as a credit course in career education.

But are these enough? I understand that many schools are pleased to receive these materials but I wonder if they are really being sufficiently used. Too frequently, it seems, counsellors have an amazing array of duties, ranging from being an administrative officer to counselling on social and family problems. There is, I submit, a need for provincial leadership and possibly inter-provincial co-ordination and standards in this field. There is need to enunciate a policy of exactly what counselling is, what outcomes are to be expected, and that vocational counselling is an important part of guidance, particularly if we are giving due priority to students' employment needs.

In our federal efforts to ensure that our own labour market policies and programs are effective in a changing world, we undertake regular program evaluations. Commencing two years ago, for example, the Commission and Treasury Board undertook a full scale review of the role and effectiveness of the Canada Manpower Training Program, which resulted in a number of recommendations for change, recommendations which paralleled earlier conclusions of the Senate Committee which had studied our



Manpower Programs. Late last September, we provided provinces with a discussion document outlining our conclusions. This was followed, as you know, by a series of bilateral federal-provincial consultations to identify issues of concern and clarify positions before beginning formal negotiations of new Training Agreements this month.

I realize that there is some provincial concern about these proposed directions. Eastern provinces, in particular, may fear that our intention is to greatly reduce the scale of our training operations in their provinces. Let me try to respond to your concerns by the following points.

1. Our occupational training partnership has been effective and the recent evaluation recognizes this but identifies some soft spots which we must deal with if we expect to retain public confidence, as well as the substantial investment of tax dollars which we feel we need to do a better job.
2. On the issue of training distribution, there are anomalies which must be corrected over time. My objective is not to reduce funding levels for training in the East, but rather to use whatever budgetary flexibility we have to correct those anomalies. I am currently seeking Treasury Board approval of our 1978-79 budget and I expect to receive it this week. I hope that the actual dollar figures will allay concerns. I also hope I can offer a new dollar guarantee for the next generation



of training agreements which will be considered reasonable by all.

3. We are also proposing a de-emphasis of Basic Training for Skill Development (BTSD) because of our concern that it is increasingly used for young recent school-leavers, rather than to provide a basic level of education to mature workers who lack a prescribed level of education to enter skill-training or to land a job.
4. Finally, turning to apprenticeship, I note that the average age of Canadian apprentices is 23 years - by which age young people in many European countries are established journeymen. Our studies have shown, furthermore, that these same countries are a major source of skilled tradesmen for Canada, inhibiting the development of domestic Canadian apprenticeship programs and often relegating them to the role of a secondary supply channel. In the face of the highest unemployment rates in the postwar period, can this situation be allowed to persist?

I see an expanded Canadian apprenticeship system as a key element in reorienting labour supply channels to more closely reflect labour market requirements. Only if we increase our output of skilled domestically-trained journeymen can we hope to reduce our reliance on imported skills and provide more Canadians with productive and remunerative careers in the



high-level skills. Clearly, however, expansion of the apprenticeship system in the shortage areas involves extensive federal-provincial co-operation as well as co-operation by the private sector. I put a very high priority on the continuation and expansion of this co-operation, in the anticipation that apprenticeship can be developed into a major source of supply of skilled tradesmen. The Commission is therefore committed to joining the provinces in exploring ways to increase the cost-effectiveness of apprenticeship training to ensure that as many apprentices as possible benefit from public training expenditures.

There are other elements of our proposals on training which may also be of concern, and I or my Deputy Minister would be glad to respond. Suffice it to say that we have a joint responsibility to use these funds more effectively for the benefit of Canadians and for a healthier labour market.

I understand some Ministers are interested in a discussion of certain immigration issues today. In the case of immigration, the need for flexibility to meet changing needs is also acute. The new Immigration Legislation, to be proclaimed on April 1, gives the Commission increased ability to ensure that the level and composition of immigration take more adequately into account Canada's national and regional labour markets and demographic needs. The Commission has already consulted, and will continue to consult closely with provincial governments to help



determine these regional requirements, and there is encouraging progress being made with several provinces towards comprehensive Immigration agreements..

Today I would like to mention two specific points of particular interest to Ministers of Education - the questions of foreign students and foreign academics.

The Immigration Legislation and Regulations, as they apply to foreign students, are an excellent example of how federal-provincial collaboration can produce a mutually useful result. Following extensive discussions with the provinces, the Commission will require that students, with some exceptions, will have to obtain "student authorizations" before coming to Canada. Once in Canada, they will not be able to change faculty or institution without the formal approval of an immigration officer. We hope that this will terminate the current practice of foreign students "shopping around" among Canadian institutions while they are in Canada, or transferring out of the institution in which they were originally enrolled. Not only will these new Immigration Regulations allow a tighter immigration control, they will also allow provincial education authorities to plan enrolments more effectively. Some provinces might want to suggest that no student, whether they be destined to public or private institutions, be admitted to their province without their express approval. I would be quite prepared to include such a provision in any immigration agreement with any province.



As regards teachers, we are still awaiting the full results of our policy introduced last year requiring post-secondary institutions to advertize among Canadians before hiring abroad. The advertizing is occurring, but we do not yet have sufficient evidence to indicate whether more Canadians are being hired. For your information, during the first nine months of 1977, some 364 foreign teachers were admitted to Canada as immigrants and a further 1,876 were admitted on a temporary basis. I am also circulating a table containing data by province. Obviously, we need to keep a close watch on this situation and I would welcome any suggestions or steps by provinces should our present policy prove inadequate to meet our objectives.

In conclusion, I should like to stress my two central themes. First, is the critical need for innovation and flexibility in the development of our education and labour market programs. This approach is essential in view of the continuing and at times bewildering rate and scope of changes in our society. I have referred, for example, to the new approaches we are proposing for training and immigration. We are pursuing similar approaches in our other programs as well. We are, or will be, using unemployment insurance funds in new and hopefully more constructive ways.

My second, and equally important, theme is the vital importance of continuing and indeed more concerted co-operation between the provinces and the federal government in the development and delivery of our



various programs. I am prepared to enter comprehensive immigration agreements with any province and I am also willing to give a higher priority to comprehensive agreements on employment matters, which we have put on the back burner in recent months due to other pressures. But whether we have formal agreements or not, I wish to see relations become as close and constructive as possible.

Although we have extensive bilateral meetings, and there is a general feeling that Ministers responsible for manpower matters should meet periodically, may I take this opportunity to propose formally that there be a federal-provincial ministerial conference on labour market matters each year, preferably in the autumn to facilitate planning for the next year. Such a conference should be co-chaired by myself and by a Minister for the host province and officials of the co-chairmen should provide the secretariat. All provincial and federal ministers interested in the subject matter would be welcome to attend.

I would also propose an annual conference of Deputy Ministers in the spring of each year, not so much to plan for the Ministers Conference, but to deal in a practical way with national issues of a more detailed nature, or issues that we refer to them for study and action.



At this time we have a unique opportunity to resolve our problems in a spirit of entrepreneurship and federal co-operation. With such a spirit, I am confident that we can meet the formidable challenges we all face and work together to create a better society in which Canadian youths will become more culturally enriched and more fully effective members of our labour force.



FOREIGN UNIVERSITY TEACHERS  
LANDED BY PROVINCE

PROFESSEURS D'UNIVERSITÉ ÉTRANGERS  
REÇUS COMME IMMIGRANTS PAR PROVINCE

PROVINCE	1973	1974	1975	Jan-Sept	
				1976	1977
Newfoundland Terre-Neuve	31	27	21	14	22
Prince Edward Island Ile-du-Prince-Edouard	3	2	1	0	1
Nova Scotia Nouvelle-Ecosse	58	61	43	29	20
New Brunswick Nouveau-Brunswick	19	15	20	12	6
Quebec Québec	147	148	101	114	72
Ontario	274	328	260	166	117
Manitoba	35	27	39	27	19
Saskatchewan	30	21	29	20	11
Alberta	71	79	57	58	43
British Columbia Colombie-Britannique	124	79	95	67	52
TOTAL	792	834	666	507	364



# EMPLOYMENT VISAS ISSUED TO FOREIGN UNIVERSITY TEACHERS

## BY PROVINCE

### VISAS D'EMPLOI ACCORDÉS AUX PROFESSEURS D'UNIVERSITÉ ÉTRANGERS

## PAR PROVINCE

January to September 1977

Janvier à Septembre 1977

P r o v i n c e	0 - 3 months mois	4 - 6 months mois	7 - 12 months mois	Total
Newfoundland Terre-Neuve	23	7	12	42
Prince Edward Island Ile-du-Prince-Edouard	2	1	-	3
Nova Scotia Nouvelle-Ecosse	66	6	35	107
New Brunswick Nouveau-Brunswick	26	7	17	50
Quebec Québec	155	54	132	341
Ontario	293	108	337	738
Manitoba	28	2	13	43
Saskatchewan	28	3	32	63
Alberta	111	21	61	193
British Columbia Colombie-Britannique	155	33	112	300
Canada Total	884	241	750	1876









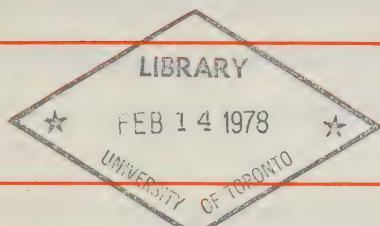
Minister  
Employment and Immigration

Ministre  
Emploi et Immigration

For Release

Pour publication

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Subject



Date  
Sujet

NOTES FOR AN ADDRESS

BY

BUD CULLEN

MINISTER OF

THE EMPLOYMENT AND IMMIGRATION COMMISSION

AT THE

GREATER MONCTON CHAMBER OF COMMERCE

FEBRUARY 1, 1978

CHECK AGAINST DELIVERY



Just a few weeks ago the Greater Moncton Chamber of Commerce agreed to undertake the placement of some 40 students in this summer's Job Experience Training Program. It will be the fourth year in succession that this Chamber has participated in the JET program.

I mention this at the outset of my remarks today for two reasons. First it affords me the opportunity to congratulate you on what you have achieved in three years of working on behalf of young people. Second, your contribution to the success of JET in this area is a dramatic illustration of what can be accomplished when the private sector and government co-operate in addressing a problem.

Begun as a modest experiment involving Chambers of Commerce, Boards of Trade, other community organizations and the government, the summer JET program has been expanded and extended to all parts of the country and has been an important element in our overall employment strategy. It assists young people in taking that first step towards becoming productive members of the labour force.

Today at Mathieu-Martin High School and the CMC Youth Centre in the Brunswick block on Main street right here in Moncton a four-month trial in computerized occupational exploration began. The system is aptly named CHOICES.



At both the high school and the Youth Centre, people can tell the computer of their interests, aptitudes, education, what they expect from a job by way of salary, future outlook or working conditions. The computer replies with a list of occupations, if any, which meet these criteria.

I am pleased that there is provincial interest in CHOICES, both in New Brunswick and elsewhere in Canada. Field tests are underway at selected key locations, like Moncton, and Fredericton, and preliminary indications are that it is an effective tool in helping our clients determine career directions - especially young people.

I invite you to visit the installations in Moncton. You will be impressed.

Summer employment for young people is a major concern of the Commission, and I'm happy to tell you that Young Canada Works will again be operating this year. How effective is it? Last year some 1,600 young people in New Brunswick worked on about 300 projects sponsored by business, industry and community organizations at a cost to the federal treasury of about two and a half million dollars. We expect to do even better this year.

That more than one department is involved in summer job creation emphasizes the importance we place on giving young people a taste of real, meaningful work. This year 10 federal departments are participating in our summer youth employment program.



We are dedicated to attacking youth unemployment, and also, a fundamental objective for the government is to create an economic climate in Canada which will encourage private investment, and hence bring economic growth and create jobs.

Last Thursday, the House of Commons voted unanimously to approve the Employment Tax Credit Program - a two-year \$100 million per year program that encourages employers to hire employees who are additional to their normal requirements by means of a tax incentive of up to \$2 per hour worked by the employees. I should add that the jobs must be full time and must exceed 3 months in duration.

The program is notable for a minimum of red tape, and little administrative expense. It has the added advantage of stimulating employment without a further escalation of inflation.

The target is the creation of 50,000 jobs in the first year, and by March Canada Employment Centres will be ready to enter into agreements with employers. The program will run for two full years and agreements may be signed anytime before March 31, 1980.

Since all of the Atlantic provinces qualify for the full \$2 an hour per job tax credit, employers in New Brunswick would be well advised to investigate the tax advantages this program offers.



It is expected that literature concerning the Employment Tax Credit program will be available from Canada Employment Centres by March. So please don't call us until then.

It is clear that, especially in areas which have traditionally been hungry for investment and economic development, the government must take an active, direct role.

The Department of Regional Economic Expansion plays a leading role in the federal effort to bring economic development to New Brunswick and the Atlantic provinces. But the task requires the involvement of more than one department of government.

Today I would like to talk about different initiatives of my department in concert with DREE and other departments which, I think, illustrate the flexible approach to the economic situation that will be required in the months ahead.

First, as I told my counterparts from all the Atlantic provinces when we met in Ottawa in November, I am looking for a significant re-orientation of our job creation efforts in 1978. My aim is to see an important share of Canada Works funds directed into long-term projects that will bring continuing growth in the private sector and hence create permanent jobs.



To this end and in recognition of the important role fisheries play in the economy of the East Coast, I have been working very closely with my colleague, Roméo LeBlanc, in an effort to increase employment in fisheries - related areas.

For example, this year under our Canada Works program approximately \$1 million was allocated to New Brunswick alone to employ fishermen themselves in improving their wharves and harbours. This kind of cooperation between our department and the Fisheries department has been so successful that we are looking at other areas as well. We are looking at the possibility of making \$1.5 million available to the fishing vessel subsidy program. The result would likely be the creation of employment in Atlantic shipyards where it is greatly needed, and simultaneously will help fishermen. Mr. LeBlanc and I have reached agreement in principle with this plan, and expect to finalize details very soon.

These projects, undertaken with the Fisheries Department, reflect my priority for 1978 - the channelling of our efforts into projects which will be of long-term benefit.

A second initiative that I am following with great interest is work-sharing agreements agreed to by unions, management and government. Sumner Tire and Automotive Limited here in Moncton, at Bathurst with Brunswick Mining and Smeltin, at Atlantic Sleep Products also in New Brunswick are three cases in point. There are three other locations in Ontario, British Columbia and Quebec, where work-sharing plans are also in operation.



Through these agreements workers will not have to face unemployment that would have resulted from planned temporary layoffs the companies will retain stable work forces, and their communities will not have to suffer the economic impact of plant shutdowns.

Under work-sharing agreements, the government uses funds that would be spent in unemployment insurance benefits if the lay-offs occurred to supplement reduced salaries of workers. While all workers suffer some loss of income the hardship of unemployment is avoided.

Some of the agreements signed to date do not exactly fit our planned work-sharing models. At Bathurst, for instance, the Brunswick Mining and Smelting situation did not, since the reduction in the work force was long-term rather than temporary. But we decided to be flexible and to try work-sharing there to permit a gradual reduction of the work force.

A textbook case of the work-sharing concept is the arrangement at Iko Industries, a producer of asphalt roofing shingles, in their Brampton, Hawkesbury and Calgary plants. The company is facing a temporary reduction in demand for its product and therefore cannot continue for the time being to operate at full production under the work-sharing agreement.

The existing stockpile will be gradually reduced to permit a return to full operation in five months. Lay-offs will have been avoided and workers skills maintained through work-sharing.



It is my view that in special circumstances governments must display enough imagination and flexibility to come up with solutions even if they do not fit our preconceived models.

I want to explore very carefully any project, large or small, which will create employment. An attack on the spruce budworm problem in the Atlantic provinces and the proposed clearing of the Gull Island reservoir in Newfoundland are two cases in point.

And I have already mentioned initiatives taken by my Department with the Fisheries Department which will result in increased employment.

Today I have outlined some of the positive efforts which my Department and others have made to overcome regional disparities in New Brunswick and the Atlantic provinces as a whole. The federal government recognizes that there are no easy or quick solution to economic problems.

The problems are serious. But sometimes I feel that the good that is being achieved by governments is too easily forgotten in the clamour of criticism.

We as a government, must search for new remedies for some old problems. The solution, I suggest, lies in continued close collaboration



between government and the private sector. Through a cooperative effort we can bring a fresh, flexible approach to stimulating the economy. Let me give you a case in point - PETROSAR.

The Atlantic provinces are very much in the Government's mind in 1978. I think real progress has been made and I hope to see further progress in this province in the months ahead.

Before sitting down I wanted to say how interested and pleased I was at your president's reaction, as reported in the Moncton Times, to my recent remarks on eliminating disincentives to work from the unemployment insurance program and on minimum wage levels.

Some who had not read my speech thought that I was criticizing minimum wages. I was doing nothing of the kind. My suggestion was simply that the aims and effects of our minimum wage levels should be rethought.

With minimum wages, we now have a situation in which Canadian minimum wages frequently exceed those in most American States. This situation works to our competitive disadvantage in international markets.

Also, I am concerned that increases in minimum wages may hit young workers, who are trying to gain a foothold in the labour force as employers tend to hire older more experienced workers for their jobs.



I am glad that your Chamber shares some of my concerns in this area.

Mr. President, at the outset of my remarks today, I referred to the summer JET program. It gives me great pleasure at this time to present you on behalf of the Canada Employment and Immigration Commission, these Award of Merit Certificates, attesting to the valuable contribution of this Chamber has made in making the JET program work, and more important, perhaps, the dedication of your members to the cause of young Canadians.





Minister  
Employment and Immigration

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NOTES FOR AN ADDRESS

BY

THE HONOURABLE BUD CULLEN

MINISTER OF

EMPLOYMENT AND IMMIGRATION

TO THE

SUDBURY CHAMBER OF COMMERCE

APRIL 19, 1978

CHECK AGAINST DELIVERY







I was delighted to be asked to take part in your meeting this year. As you may know, I have close ties with the Sudbury area; part of my school years were spent in Sudbury, and my father was a mine worker. I have never forgotten the sense of pride that bonds all hard rock miners and how they measure a man not by language, religion or race, but by whether or not he can pull his weight.

I believe that this ethic has been the source of Sudbury's sense of pride and has developed over the years into a community ethic.

I therefore felt a sense of deep personal loss at the news that Sudbury was to be once again the victim of mass layoffs. The feeling of shock that hit the whole country also brought with it a strong desire on the part of the government to provide whatever assistance it could to help the people of Sudbury in overcoming this unfortunate turn of events. We all know, of course, that outside help alone cannot solve a community's problem - the community itself must find within its boundaries the will to survive.



Many people wondered how Sudbury would respond to this latest blow. I for one didn't. I knew that the hard rock miners' heritage of the people of Sudbury would soon surface to produce the magnificent spirit of cooperation that is evident today among community leaders. Because of the dynamic leadership of individuals and groups such as your own, as well as industry, unions, business groups, the municipality and district, the university, the school boards, political and civic leaders, social organizations and health and recreation clubs, the whole community has already taken steps to mobilize the tremendous potential of your people.

Sudbury has long been one of the richest communities in Canada, one whose members enjoyed one of the highest per capita income in the country and, as we all know, the source of that wealth was nickel.

Back in 1950, INCO and Falconbridge supplies about 95 % of the non-Communist world market for primary nickel -- all from the Sudbury district. Today, however, nickel is mined, smelted and refined in more than 20 countries throughout the world and the total capacity in Ontario represents only about 30 % of the total free world capacity. Canada just does not have a monopoly on world nickel resources any more. In addition, technological changes in steel production have made it possible for the steel industry to use nickel of a lower purity to manufacture stainless steel, with a consequent shift in demand from high purity nickel, as found in Sudbury, to lower grade, less costly nickel.



Nevertheless, Sudbury is still a leader in the field of nickel production. However, we must not delude ourselves. Even with improved international economic conditions, INCO and Falconbridge cannot hope to recover the dominant position that Canada once held in the nickel market. The next few years must therefore mark a new period in the history of the Sudbury area, a period of adjustment, during which Sudbury will have to restructure its economy from that of a one-industry region to that of an industrially diversified region.

This is a subject well known to your group. In the September issue of CONTACT, your President Brian Seville, in his message to your Chamber of Commerce expressed his own personal goals and objectives for the Chamber during his term of office. I would like to quote from that message:

".....It has always been desirable that our economic base become broader and more diversified. The urgency of the situation is becoming greater and more apparent. As the work force employed by INCO and Falconbridge shrinks, we must expand in other areas if we are going to remain a viable and attractive community....."

".....There must be a sound economy base to the community, and it is the role of the Chamber to do whatever it can to ensure such a good economic base.



The Chamber must be willing to work with anyone who shares our concern and who is also working toward broader and greater opportunities for our area, whether it be entrepreneurs, investors, organized labour, politicians, or government agencies....."

I am, indeed, greatly impressed with these goals, and I know that your organization is making every effort to translate them into practical results. The Chamber's willingness to work for the community has been demonstrated to me personally through its Advisory Placement Committee which is actively involved with the youth programs of my Commission. I speak here of your support for our Student Summer Employment Program, the JET Program, as well as your interest in the Youth Employment Centre. These interventions on your part constitute the very nucleus of effective community action, and this, after all, is what really counts.



As you know, the Sudbury 2001 Conference, held under the aegis of the Sudbury Committee, recently completed a five-year development plan for the Sudbury region. I would like to congratulate you and the community in general for the foresight and the sense of purpose you have demonstrated by so doing and I would like to assure you that the government stands ready to support the community effort through the varied forms of government assistance available from federal departments such as Regional Economic Expansion (DREE), Industry Trade and Commerce (I.T.&C.), my own Canada Employment and Immigration Commission (CEIC), as well as Finance, Revenue Canada and the Federal Business Development Bank. Many of these departments are already actively involved with the business community in a joint endeavour to restructure the economy of the Sudbury area and to harness the energy and creativity of your people to bring it new vitality and a renewed sense of purpose.



Through a joint venture of DREE, I.T.&C., CEIC and the Federal Business Development Bank, one hundred entrepreneurs were contacted by telephone to inform them of federal programs. As a direct result of these phone contacts, some twenty people have met with DREE officers on an individual basis and three Regional Development. Incentives projects are under consideration, with four other possible projects in the draft proposal stage. The negotiations now underway cover a broad range of manufacturing, including parts manufacturing as well as mining equipment. These proposals will not only create jobs in Sudbury and help to re-establish its economy on a broader industrial base but, in addition, they will help to overcome our foreign trade deficit by satisfying the Canadian demand for goods that were previously imported. Some proposals even show promise of creating a healthy export market for these new products.

The industrial park now being developed by the regional municipality of Sudbury, under the terms of a sub-agreement of the General Development Agreement with the Department of Regional Economic Expansion, will provide suitably serviced land for the establishment of such diversified industrial enterprises.

In addition, the federal government, in accordance with its program of decentralization, has decided to relocate part of the Revenue Canada, Data Taxation Centre operations to Sudbury. This move will result in 100 permanent jobs and 1,400 temporary positions by 1980 and an annual payroll of \$4.9 million.



However, in the drive to seek out other uses for the rich natural resources of this region, let's not forget that INCO and Falconbridge are still part of this community. In its statement to the Select Committee of the Ontario Legislature on December 20, 1977, INCO expressed its interest in greater diversification and new technologies related to other uses for its product. INCO indicated that its intentions, and I quote "in diversifying were not to move out of the nickel business but to grow in a way which permits us to temper the extreme ups and downs of the metal business".

One example of the diversification undertaken by INCO is its Canadian Alloy Division which has commenced production trials at the recently completed strip mill in the Sudbury District. The new plant is INCO's first Canadian venture in the formed metal products field and will produce nickel and cupro-nickel alloy strip for which the major market initially will be coinage. Its principal potential customer is the Royal Canadian Mint and INCO is persuaded that the availability of the alloy strip should help the Mint obtain more export business. Since the coinage business is considered to be relatively stable as compared to other nickel markets, it is hoped that not only will the mill provide some direct employment, but because it has the potential for selling more nickel, it should also have a ripple effect in providing more stable business for INCO's Sudbury mines, smelter and refinery.



As I mentioned previously, the government is firmly committed to assisting people of Sudbury to rebuild the economy of this region. When news of the layoffs became known, our first concern, of course, was to lessen the hardships to workers caused by these layoffs. Consequently, the Manpower Consultative Service of my Commission immediately offered to the companies and the unions involved its cooperation in establishing worker-employer committees, so as to evaluate the possible action that could be taken on behalf of employees, such as transfer to other jobs in the company, training for new jobs in the company, a work-sharing program, and special retirement and pension plans.

At INCO, a joint employment assistance committee of the United Steelworkers of America, local 6500, and INCO Metals Company was set up to assist the Commission in finding alternate employment for the affected workers. Positive results from the work of this committee have led to the reintegration of 273 workers with INCO and the placement of 271 workers in jobs with other companies. A Manpower Adjustment Committee is also operating at Falconbridge Nickel Mines, with participation from government, the company and the unions.



I would also like to take this occasion to dwell briefly on the recent Employment Recruitment Campaign that was held in Sudbury from February 20 through February 23 at the Holiday Inn. Organized through the initiative of the Sudbury Canada Manpower Centre, the four days of recruitment afforded an opportunity for unemployed INCO and Falconbridge workers to apply for employment in their own trades with 40 major national employers who had gathered specially in Sudbury for this purpose. The companies have reported that more than two hundred and fifty workers have been hired and that over five hundred offers are still pending. You may rest assured that the officers of my Commission will follow through on this recruitment drive, using our programs as required, to make sure that as many of the unemployed Sudbury workers who so desire are hired by the employers interested with all possible speed.

However, all of our efforts must now be directed towards the future and towards a new and better life for all of you, and to this end I would now like to say a few words about some of the programs of my Commission which might be of particular interest to you in this regard.



The major component of the Employment Strategy introduced in 1976 is Canada Works, a permanent and continuing program operating on a year-round basis. Since the implementation of the program about a year ago, 68 projects have been funded in the Sudbury region, at total cost for the Federal government of \$1.7 million, which provided 389 jobs representing 2700 man-months of employment. Many of these projects are still operating. Applications for the third phase of Canada Works have been available to the public since April 3 and will be accepted until June 24. These projects are expected to commence in September.

The Young Canada Works Program aims to reduce student summer unemployment by creating jobs of community benefit which enable students to contribute to identified local community needs, to test possible career interest and to obtain practical experience from within a broad choice of fields. Last summer in the Nickel Belt and Sudbury constituencies, 35 projects were sponsored which created 172 jobs and 483 work-months at a cost of \$275,000. This coming summer, an amount of \$247,000 has been allocated under the normal allocation for use in the Sudbury region and this is expected to create approximately 165 jobs and 430 work-months. However, as a result of anticipated severe cut-backs in student employment for the summer of 1978 in the Community of Sudbury, my Commission will make additional funds available for the development of various projects consistent with the objectives of the Young Canada Works program and designed along the lines of that program. An amount of \$500,000 will be spent, which will create approximately 400 jobs and 4,000 work-weeks.



Since many of the suggestions tables at the Sudbury 2001 Conference dealt with the potential impact of job-creating industries in diversifying the region's economy, I was particularly pleased to note the Ontario government's recent allocation of \$600,000 to support the implementation of some of the suggestions. My Commission is prepared to co-operate fully in any specific endeavour which may emanate from this welcome initiative on the part of the Province.

In this general context, I have wanted for some time to see more private sector sponsorship of projects within Canada Works and Young Canada Works. Quite a number of companies have successfully sponsored Canada Works projects which, while they do not yield a direct profit, are both good for the community and beneficial for the firm in the long run.

Another program you are now able to take advantage of is the Employment Tax Credit Program. This program, recently introduced by the Government of Canada, is designed to encourage employers to create jobs additional to their normal work force. Reimbursement is in the form of a tax credit deductible from federal income taxes otherwise payable. The amount of the wage subsidy varies from \$1.50 to \$2.00 per hour, depending upon the area of the country and the Investment Tax Credit rate. Under this plan, an eligible person may be hired for a period of up to nine months of subsidized employment. While this program embraces everyone in the labour force, it is anticipated that it will be particularly beneficial to young people.



Young people have been particularly hard hit by the layoffs in this area, not only through the loss of jobs but also through the fact that a traditional avenue of job openings is no longer available to them.

The Canada Employment and Immigration Commission is very much aware of the difficulties all young people are now struggling with as they attempt to enter the labour market. One of our most successful attempts to date to help them overcome these difficulties is the Job Experience Training Program (JET).

The summer component of the JET Program is designed to provide potential secondary school dropouts with the opportunity, based on exposure to the employment market, to make an informed and realistic decision whether to continue with the in-school education process or to enter the labour market on a permanent basis. The program subsidized 50 per cent of student salaries, not to exceed \$1.50 per hour or \$54 participant, for a maximum of nine weeks of summer experience.



The winter component of the program, which is coming to an end in late May, is designed to assist young people 15-24, who are less than 2 years out of the regular school system and are encountering difficulty assimilating into the labour market. Participating employers are paid a subsidy of 50 per cent of wage costs up to \$1.50 an hour to a maximum total of \$1,560 in order to offset the lower productivity of participants. A total of 207 placements were made under this program in Sudbury during the period October 1, 1977 to April 13, 1978. These placements created 1786 man-weeks of employment at a cost of \$169,639.

The Commission is attempting to play a greater supportive role in the Sudbury area through its local representatives, who themselves are part of this community and have been closely identified with the practical initiatives taken to alleviate the current situation; and also through its regional office, which is co-chairing the regional committee recently formed by the federal agencies (DREE, I.T.&C., CEIC and Federal Business Development Bank) to deal with the Sudbury problem.

The government, and the Commission in particular, are eager to play a more active part in supporting the community resources to resolve the current difficulties and would welcome invitations to join in new discussions and developments.



To a large extent, Sudbury is a microcosm of Canada. Both official language groups are represented here, as well as a substantial proportion of multicultural groups. Sudbury is an area where natural resources constitute the primary source of wealth but, like the rest of Canada, it must now look to other sources to derive its income. The road ahead will not be an easy one but I know that Sudbury, just like Canada, will emerge stronger and better prepared to face the next challenge.





Minister  
Employment and Immigration

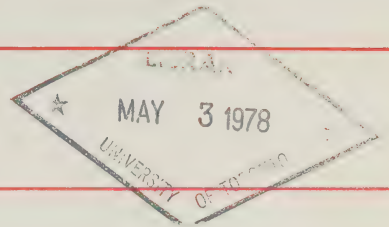
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NOTES FOR AN ADDRESS

BY

THE HONOURABLE BUD CULLEN

MINISTER OF

EMPLOYMENT AND IMMIGRATION CANADA

MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON

TO THE

NATIONAL INTER-FAITH IMMIGRATION COMMITTEE

TORONTO, ONTARIO

FRIDAY APRIL 21, 1978

1:30 PM







Ladies and gentlemen. I am indeed pleased to be addressing a group which has played such an important role in helping immigrants to settle in Canada. Since the formation of your organization in 1967, thousands of newcomers have benefitted from the concern you have shown and the services you have provided in personally welcoming them to Canada.

As you are well aware, the new Immigration Act and Regulations came into effect on April 10th, and as a result, Canada now has one of the most modern, comprehensive and humane pieces of immigration legislation in the world. This legislation, which grew out of an unprecedented dialogue involving a wide range of interested organizations and individuals, provides us with a flexible and responsive tool for shaping the immigration movement.

It clearly enunciates Canada's immigration objectives, and defines the rights and obligations of immigrants and visitors to this country. It modernizes the means by which persons seeking to enter Canada are to be examined and dealt with. It heralds in a new era of federal/provincial consultations on the role of immigration vis-à-vis the needs of the Canadian labour market. It enshrines our commitment to the principle of family reunification and to the alleviation of the plight of refugees and other displaced persons.



Because your organization has played such an active role in Canada's refugee program since 1967, I would like to direct my remarks to the ways in which the new legislation clarifies and enhances our traditional role in the area of refugee relief. In dealing with this topic, I would like to touch on three main areas:

1. How the new Act will enable us to better fulfil our obligations as a signatory to the United Nations Refugee Convention and Protocol, particularly with regard to persons who claim refugee status within Canada.
2. How the new Act will assist us in continuing to resettle refugees through overseas selection.
3. How groups and organizations such as yours can play an even greater role in refugee settlement through the new Refugee Sponsorship System.

Although no law can offer a complete solution to the problem of refugee settlement, our new Act offers Canadians the opportunity to continue to show concern and do their share.



Canada has an enviable record. In the belief that people should not be persecuted for their political or religious convictions, we have welcomed more than 350,000 refugees since 1947, and specific provisions are contained in our new law to ensure that this tradition is continued. Let us consider for a moment how the new Act helps refugees.

To begin with, the Act confirms Canada's obligations under the United Nations Convention to protect refugees within our borders, by ensuring that those legally in Canada will not be deported unless they pose a grave threat to national security or public order.

This means that unless refugees are a danger to Canada's security, or have been convicted of a serious crime, they cannot be sent to a country where their lives of freedom would be endangered because of their racial, religious, national, political, or group membership affiliations.

The new Act outlines the step-by-step procedures that must be followed when a visitor to this country puts forward a claim to refugee status and protects people in this situation from removal while their claims are being evaluated. The details of refugee claims are provided at an interview with a specially trained senior immigration officer.



At this interview the claimant has a right to counsel and may call witnesses and submit supporting documentation. The transcript of the interview is then forwarded to Ottawa for study by the newly-established Refugee Status Advisory Committee.

This new refugee committee differs from its predecessor in a number of important ways. While the old committee was staffed exclusively by public servants, the new committee will include three public servants and an equal number of non-government members.

The public service members will include two senior officials from the Immigration Commission and one from the Department of External Affairs. The non-government members have been selected to reflect a wide spectrum of groups interested in, and informed about, refugee situations.

Persons found to be refugees by the new Refugee Committee will normally be given permanent resident status in Canada. As an additional safeguard outside of those required by the law, all claims rejected by the Refugee Committee will be examined by a special review committee made up of senior immigration officials. This committee will determine whether there are any humanitarian or compassionate factors, apart from the individual's claim to be a refugee, which would warrant the granting of immigration status in Canada.



This extra review recognizes that our obligation to grant admission to Canada for humanitarian or compassionate reasons goes beyond the legal obligations we have assumed as a signatory to the Refugee Convention. Once the administrative review has been completed, claimants not found to be refugees still have the right to apply for redetermination of their claim to refugee status by the Immigration Appeal Board.

Ladies and gentlemen, last year in Geneva, the United Nations High Commissioner for Refugees' Executive Committee adopted a set of guidelines for countries setting up procedures and organizations to deal with refugee claims within their boundaries. The system established for this purpose by the new Immigration Act meets or exceeds all of these recommendations. In fact, during his recent visit to Canada, the new United Nations High Commissioner for Refugees, Poul Hartling, informed me that the United Nations was recommending that other countries follow Canada's example when framing the refugee provisions of their own immigration laws.

I would like now to turn to our refugee selection operations abroad. As you are well aware, many countries play a role in the relief of refugee situations. Some provide a temporary safe haven, while others specialize in the provision of financial and material assistance through the United Nations, Red Cross, and other international organizations.



Unfortunately, however, only a few countries are in a position to provide durable solutions to the plight of refugees, by creating opportunities for permanent resettlement. It is in this area that Canada has played, and will continue to play, a major role.

In order to provide legislative sanction for the selection and resettling of refugees, the new Act establishes "Convention refugees" as a distinct immigration class on an equal footing with the family and independent classes. This will ensure that Canada will continue to accept refugees for resettlement in this country.

The selection criteria for the Convention refugee class established in the Regulations have been purposely left flexible. While refugees will be evaluated against the same factors as independent applicants, the point system as such will not apply. Rather, the emphasis in the selection process will be placed on an individualized assessment of the refugee's chances of becoming successfully established in this country. This assessment will take into account not only the individual's circumstances, qualifications and personal qualities, but also the help available from government and private sources in Canada.



During the discussions that lead to the drafting of the new Act's refugee provisions, there was widespread agreement that Canada had to retain an ability to respond to the plight of persecuted or displaced persons, regardless of whether or not they fell within the United Nations' refugee definition. Indeed, if you look back at the special refugee movements we have initiated in the last decade, it is apparent that time and again we have had to go beyond the United Nations' definition in coming to the aid of persons in distress because of war, social upheaval, or oppression. We have even initiated special programs for people still within their own countries.

In light of this experience, the new Act provides the Governor-in-Council with the authority to make special regulations that will enable us to come to the aid of people whose admission would be in accordance with this country's traditional concern for the displaced and persecuted. Thus, in future, we will be able to tailor special selection criteria to the needs of individual groups.

My department recognizes that the assistance offered by voluntary, ethnic, and religious groups has always been of prime importance in helping refugees adjust to the complexities of living in a new country. Your local members have the ability to go beyond government assistance, because they are able to spend more time with individuals, and get to know them on a personal basis. They can assist refugees in a special way - providing personal advice and other, often much needed, "on the spot" aid.



Under the new Act, local groups and organizations will be able to take this assistance one step further, and actually sponsor individuals or groups of refugees.

This sponsorship program will include legally incorporated organizations or groups, consisting of at least five Canadian citizens or permanent residents who are 18 years of age or older. Once accepted, sponsors will agree to provide both immediate material assistance -- such as food, clothing and accommodation -- and longer-term moral support and resettlement assistance. This includes meeting the family upon arrival in the community, helping them adjust to life in Canada, counselling them, and offering them aid in seeking employment.

It is hoped that in this way, the federal refugee program will be augmented by private sector funds, and more refugees will be admitted than has been possible in the past.

While the actual sponsorship undertaking will be shouldered by the local group or organization in the community where the refugee is destined, the assistance of national bodies such as yours will be crucial.

Where we need your help is in identifying those communities, groups, or organizations who would be interested in sponsoring refugees, and in sending information about the new program to them.



Many of you here today may have attended a presentation on the details of the new sponsorship system. Should you be interested in participating in future seminars, my officials at the regional offices of the Canada Employment and Immigration Commission, now located in each province, would be most pleased to arrange this.

The sponsorship program recognizes that the resettlement of refugees is not only the responsibility of the Canadian government, but of the Canadian people as well.

Ideally, this new system will provide an avenue for interested groups and organizations to express in a concrete way, their concern for refugees and, at the same time, will be of immediate benefit to the refugees themselves, because of the additional personalized support that will be available to them.

We have attempted to make the program flexible so that refugees and displaced persons sponsored by groups and organizations will be admitted, if at all possible. Bearing in mind that this is a new system which has yet to be tried, we would welcome your observations on any changes which you feel would make the system more effective.



It is these observations, and the interaction between your organization and my department which has given us such a good working relationship. I sincerely hope that with the initiatives in the new Immigration Act and Regulations, we will be able to work even more closely and do more than ever before to provide a haven from suffering and repression.





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NOTES FOR AN ADDRESS

BY

BUD CULLEN

MINISTER OF

EMPLOYMENT AND IMMIGRATION CANADA

TO THE

JEWISH IMMIGRANT AID SERVICES ANNUAL MEETING

TORONTO, ONTARIO

TUESDAY, MAY 16, 1978

8:00 p.m.

Check against delivery



I take great pleasure in addressing a group which has been so active in aiding the cause of refugee resettlement in Canada.

You know, since 1974, some 3,400 refugees have been admitted to Canada under the Ongoing Refugee Program. Approximately one third of these have been Soviet Jews, and your organization has been instrumental in helping many of these people rebuild their lives in this country.

Because of your obvious concern for the plight of refugees, it delights me to be able to talk to you this evening about the ways in which the new Immigration Act -- proclaimed just last month -- strengthens our long-standing commitment to refugees and enhances the opportunities, for both the government and groups like yours, to offer them more concrete assistance.

To begin with, the Act and Regulations confirm Canada's obligations under the United Nations Convention to protect refugees within our borders. Secondly, in order to provide a legislative sanction for the selection and resettlement of refugees, the Act establishes "Convention refugees" as a distinct admissible class on an equal footing with the family and independent classes. And finally, the law provides authority for a program that allows groups and organizations to sponsor refugees.



It is this last feature -- the refugee sponsorship program -- that I would like to talk about first. In the past, groups such as yours have repeatedly volunteered to sponsor refugees, but the previous legislation made no provision for sponsorship. I am happy to say the new Act and Regulations remedy this. Under the sponsorship program authorized by the law, legally incorporated organizations or groups of at least five adult Canadian citizens or permanent residents are eligible to participate.

In order to be recognized as sponsors, groups must agree to provide both immediate material assistance -- such as food, clothing and accommodation -- and longer-term moral support and resettlement assistance. This includes meeting the family upon arrival in the community, helping them adjust to life in Canada, counselling them, and offering them aid in seeking employment.

While there has been positive support for this program from immigrant service organizations and many other groups, concerns have recently been expressed by representatives of church and human rights groups. I would like to take this opportunity to allay those fears.

For example, critics say that, by allowing private groups to sponsor refugees, the government is reneging on its own commitment to refugees. This is just not so. The objective of the sponsorship program is to augment the federal resettlement program with private resources -- not to replace it. The government will continue to provide the same full range of services to persons admitted under our Ongoing Refugee Program and our Special Refugee and Humanitarian Movements as we have always done in the past. My Commission is committed to an



active and dynamic refugee program. I have recently written to the responsible provincial ministers outlining this intent, and they have indicated that they support our initiative. The refugee sponsorship program will augment our efforts by enabling our officers to select those refugees who they feel cannot become successfully established in this country without the personalized assistance offered by a sponsoring group or organization.

This brings me to a second criticism -- that the government is paving the way for discrimination against refugees in countries which do not have already-established, financially secure organized support in Canada. I would like to stress that all groups and organizations are welcome to participate in the program. Sponsorships will be undertaken by groups at the local level; therefore, there will be many sponsorship sources, such as church parishes and others, apart from ethnic organizations, to assist those refugees who very much need help.

The sponsorship program recognizes that resettlement of refugees is not only the responsibility of the Canadian government, but that of the Canadian people as well. This new system will provide an avenue for interested groups, such as yours, to express in a concrete way their concern for refugees. It will also enable Canada to absorb a wider spectrum of refugees and humanitarian applicants, by providing assured community support for those who might otherwise be considered incapable of establishing themselves here -- and therefore inadmissible.



I would like to take a moment now to announce a new program in which refugee sponsorship can play a major role. As of today, we are establishing a special refugee movement under which we will admit up to 100 Argentine political prisoners and their families to Canada. The situation of these political prisoners is extremely desperate, but some will be allowed the option of leaving Argentina if they can obtain visas for other countries.

We would like to do our part to alleviate the suffering of these people. A number of groups have indicated their interest in sponsoring some of these prisoners. In establishing the program, I have given the first priority to those prisoners who have relatives in Canada and those who are sponsored by Canadian groups. I hope interested groups take advantage of this opportunity to offer assistance and see how refugee sponsorship works first hand.

Groups wishing to sponsor refugees are required to fill out an application outlining their human and financial resources. Once approved, the organization then completes a "Notice of Intention to Sponsor". This notice either names the individual to be sponsored or states a willingness to sponsor any member from a specified affinity group. One of my officers abroad will then interview the candidate and, if everything is in order, a case resumé will be sent back to the local immigration office in Canada.



The group may then sign a formal "Undertaking of Support". This legally binding document requires the sponsoring organization to provide support for a specified period of time. Once this paper work is completed, final travel arrangements will be made and the immigration office will inform the group when and where the refugee will arrive so that they may make the necessary reception and settlement arrangements.

This is just a brief outline of the procedure. For those of you here today who would like more details on sponsorship, immigration officials at your nearest regional office of the Canada Employment and Immigration Commission will be pleased to arrange a detailed presentation and seminar to discuss the program further.

I and my officials recognize that this is a new system which has yet to be tried. We want to keep the program flexible. We would welcome your observations, and will seriously consider changes which you feel would make the system more effective. We want the program to work, and I can assure you that refugees and displaced persons sponsored by groups and organizations will be admitted if at all possible.

Now I would like to discuss some of the other provisions in the Act and Regulations which relate to refugees. I have already mentioned that the law reaffirms our obligations under the UN Convention to protect refugees within our borders. It does this by ensuring that refugees legally in Canada will not be deported to countries where their lives or freedom would be endangered because of their racial, religious, national, political or group membership affiliations, unless they pose a grave threat to our national security or public order.



The new legislation also lays out procedures for assessing visitors' claims to refugee status, and gives them sanctuary in Canada while their claims are being evaluated. Every visitor claiming refugee status is given an opportunity to explain the reasons to a specially trained senior immigration officer. At such interviews, visitors have a right to counsel and may call witnesses and submit supporting documents. After a hearing, the transcript of the case is forwarded to Ottawa for study by the new Refugee Status Advisory Committee.

The membership of this new committee is drawn from both government and the private sector. It is made up of two senior officials from the Employment and Immigration Commission and one from the Department of External Affairs, along with Reverend Wilbur K. Howard, former Moderator of the United Church of Canada; Kalmen Kaplansky, Director of the Canadian Branch of the International Labour Organization; Mrs. R. William Lawson, former Executive Director of the Ottawa Social Planning Council; and Max Wershof, former Assistant Under-Secretary of State for External Affairs and a former Canadian ambassador. In choosing these members, I tried to select persons representing a wide spectrum of groups interested in, and informed about, refugee situations.

Persons considered to be refugees by this advisory committee will normally be given permanent resident status in Canada. Claims rejected by the committee will be re-examined by a special review committee of senior immigration officials. This review provides an additional safeguard to ensure that humanitarian or compassionate factors will be taken into account, even if the person is not a Convention refugee.



Granting admission on humanitarian or compassionate grounds goes beyond the legal obligations we have assumed as a signatory to the United Nations Convention and Protocol Relating to the Status of Refugees, and enables us to respond sympathetically when there are genuine reasons for doing so.

All these points demonstrate how our new Immigration Act and Regulations meet or exceed the United Nations guidelines for protecting refugees. In fact, during a recent visit to Canada, Poul Hartling, the new United Nations High Commissioner for Refugees, told me that the United Nations was recommending that other countries follow Canada's example when drawing up refugee provisions in their own immigration laws.

I would like now to turn briefly to our refugee selection operations abroad. As you are well aware, many countries play a role in the relief of refugee situations. Some provide a temporary safe haven while others specialize in the provision of financial and material assistance through the United Nations, Red Cross, and other international organizations. Canada has always contributed its share to such endeavours.

Unfortunately, however, only a few countries are in a position to provide long-term help in terms of permanent refugee resettlement. It is in this area that Canada has played, and will continue to play, a major role. Making refugees an admissible class under the Act ensures that Canada will continue to accept them for resettlement on an ongoing basis.



The selection criteria for Convention refugees have purposely been left flexible, with the emphasis in selection placed on an individualized assessment. This assessment takes into account the individual's circumstances, qualifications and personal qualities, as well as the help available from government and private sources in Canada. The objective is to determine the refugees's chances of becoming successfully established in this country.

As I mentioned a few moments ago, a vital element of the new law allows Canada to help persecuted or displaced persons on humanitarian grounds, regardless of whether or not they fall within the United Nations' definition of a Convention refugee. Under this provision, the Governor-in-Council is authorized to make special regulations that enable us to aid people who do not fit the U.N. definition but are homeless because of war, social upheaval or oppression.

The Argentine political prisoner program that I announced earlier was made possible by this humanitarian provision, which reflects in law our past policy of initiating special refugee movements to help such people.



In closing, I would like to note that the government is well aware that the Jewish Immigrant Aid Services of Canada has been helping new immigrants for a long time. Your members have met immigrants and refugees when they arrived and helped them find homes, jobs and friends. The spirit and enthusiasm with which JIAS has carried out its work is something for all Canadians to be proud of. I wish you well in your endeavours for the coming year. I sincerely hope the new Act and Regulations will enable you to do even more, and will strengthen the relationship which your group and my department have enjoyed. Thank you.





Minister  
Employment and Immigration

Ministre  
Emploi et Immigration

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May 23, 1978

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Ministerial statement

STATEMENT TABLED BY

The Honourable Bud Cullen, M.P.

Minister of Employment and Immigration Canada

before the House of Commons

Standing Committee on Labour, Manpower and Immigration

on

*Advertising for Unemployment Insurance*

Tuesday, May 23, 1978







May 23, 1978

Ministerial statement

The recent advertising for Unemployment Insurance was prepared and launched after a great deal of consideration.

It was to be the first national advertising for Unemployment Insurance on any major scale for seven years and as such, was undertaken with great care.

Early in 1977, a report commissioned by the Law Reform Commission of Canada analysed various aspects of the UI program.

The authors of that report suggested that the Commission should give all workers some practical knowledge of the main substantive and procedural aspects of the Unemployment Insurance scheme. "It is incumbent on the Commission to provide them with this knowledge through a widespread campaign to inform and educate the general public," said the authors of the report.



They felt "a campaign of this type would make it possible to explain the nature of the scheme and stress the social responsibilities it entails for the claimant as well as informing claimants of their rights and obligations...."

The authors of the Law Reform Commission report continued:

"While there is no doubt that publicity is expensive, it would in our opinion result, in the medium term, in the saving of innumerable misunderstandings, mistakes and errors on the part of the claimants, as well as of a considerable amount of abuse." (The emphasis is mine.)

This important recommendation was one of the factors which weighed heavily upon me and my officials in considering how best to communicate the major changes to the Unemployment Insurance Act which were before Parliament in mid-1977. It was clear that a widespread publicity campaign such as that proposed to the Law Reform Commission would be even more essential in the light of these program changes.



page three -

A second major factor was the rise in the number of prosecutions and administrative penalties directed against those who were cheating Unemployment Insurance. While the cheaters obviously represented a minority of claimants, the sums of money involved were substantial. Our ability to detect fraud and misrepresentation was increasing and it was clearly becoming a more risky business to "rip-off" UI.

Prosecutions in 1977 totalled 6,854, up from 1,860 in 1975. Administrative penalties increased to 62,104 from 26,853 in 1975.

It was clear to us that there was a considerable gap between public perception of the UI program and the reality of its administration. A great many people believed -- incorrectly -- that it was easy to "rip-off" UI and some even felt it was socially acceptable. It was clear that something had to be done.

Accordingly, we planned a broad two-phase advertising program to accompany the implementation of Bill C-27, with its major changes to the UI program.

.../4



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In the first phase, starting in October 1977, we would explain to the 10 million Canadians who pay premiums for the program what was changed in the program -- and what was not changed. We would begin, in this first phase, to talk about rights and obligations of claimants and also about abuse of the program.

Having explained the program changes, we would then move in the spring of 1978 to a frank discussion of cheating UI. We would stress that while only a small minority of claimants cheated, the sums involved were large, UI control was not lax, but efficient, and penalties and prosecutions were increasing. This second phase, like the first, would be a public information program. But it would be aimed at deterring the cheaters.

When we planned these information programs, we built in effectiveness measurement devices. No businesslike organization would launch \$3 million in national advertising without testing the market before, during and after such a major campaign. So we approached the problem in a businesslike way.

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page five -

We carried out the first of three public opinion studies in September of last year -- before the first phase of UI advertising appeared in October to December.

The survey showed very clearly that the advertising was very much needed.

A great majority of Canadians felt that there was a need for stricter controls and that these controls should be strengthened. They considered the new stiffer entrance requirements as a step in the right direction.

More than eight Canadians in 10 believed that the UI program was being used unfairly by many people.

A majority disagreed that anyone should be able to go on unemployment insurance when they felt like it because they have paid for it. And a majority with an opinion disagreed that UI payments were inadequate to meet the needs of the unemployed.

We found strong sentiments favouring stricter control of Unemployment Insurance benefits among UI claimants themselves.



page six -

More than eight claimants in 10 agreed that stricter controls were needed in UI and they believed that the program was being abused by many people.

More than two-thirds of claimants endorsed the new stiffer entrance requirements. Naturally, non-claimants favouring the stiffer requirements were more numerous than claimants.

Finally, more claimants disagreed than agreed that UI is too strict in controlling payments.

From this September 1977 survey, our suspicions about inaccurate public perceptions were confirmed. Evidently, a majority of Canadians thought the UI program was being too loosely administered and that many people were ripping off the program.

Our own administrative controls told us that there was far less cheating than the public believed and that we were catching many of the cheaters. But the gap between public perception and reality had to be closed.

..../7



page seven -

At the same time, it was obviously important to launch a series of messages directed at those who might be tempted to abuse the UI program because they were under the impression that there was little chance of being caught.

In our first advertising phase, in October to December 1977, therefore, we sought to explain the changes in the UI legislation. We focussed attention on the principal program change -- the variable entrance requirement. But we did a good deal to explain what had not changed in the UI program, by reminding people of the ground rules. This explanation of claimants' rights and obligations did touch on abuse of UI. But in this advertising phase, it was in a relatively minor key.

The basic purpose was to explain the changes in the Act as well as those parts of the Act that had not changed. The full message on cheating UI was reserved for the second phase in the spring of 1978.

We measured the effectiveness of the fall 1977 advertising in a variety of ways. We scheduled a second public opinion poll in January, using techniques matching the first in September. We also surveyed about 1,000 of our own UI staff across Canada to get their perceptions (and how they saw claimants' reactions) to the advertising.



page eight -

The fall 1977 advertising campaign evidently had some useful results. Thirty-six per cent of Canadians claimed they could recall some advertising about UI in the past few months.

There was a significant increase in the level of familiarity with UI. The proportion who said they knew UI "very or fairly well" rose from 30 per cent in September 1977 to 42 per cent in January 1978.

The proportion of Canadians who felt that the UI program was well run rose from 47 per cent in September to 56 per cent in January.

We had almost no difficulty in implementing the regionally-based variable entrance requirement changes in December 1977. Our officials attribute this in part to the effectiveness of the advertising. Claimants were prepared for the 10-14 week entrance requirement. Our staff said they would have had greater difficulty in explaining this program change to claimants without the advertising.

.../9



page nine -

We note that in the public opinion study in January 1978, 55 per cent thought it a good idea, compared with 47 per cent in September 1977.

The January 1978 study continued to demonstrate that both the general public and UI claimants alike favoured stricter controls and stricter entrance requirements. This view was just as strongly held as it was in September. Equally, the public and claimants alike continued to view Unemployment Insurance as necessary.

Earlier, I mentioned that in the first advertising phase last fall, "cheating" was played in a minor key. However, the January survey showed that this aspect of the message came across more strongly than one would suppose would be warranted by our relatively passing mentions of it.

The main message recalled from the fall 1977 advertising centred on more controls for cheaters and abusers of UI. About one-fourth of all respondents recalled that the program was going to be stiffer on people who defraud UI.

.../10



Before launching the second phase, in the spring of 1978, the advertising was carefully pretested. Our advertising agencies premeasured the creative strategies they proposed to use. Vickers and Benson Limited, who prepared the English-language campaign, reported that their research consultants found that people accept the fact that Unemployment Insurance fraud is actually taking money from them and that because people want to see cheaters caught, they respond positively to hard, short, coarse and slang words such as "rip-off" and "some sort of game". Such words have the propensity to communicate directly, quickly and hit home.

They found Unemployment Insurance fraud is not considered a very pleasant subject and as such it is one that people feel should be dealt with in a strong, straightforward and direct manner.

The preresearch found the ads (for spring 1978) to be generally credible. It showed us that people are aware that cheating on Unemployment Insurance occurs. They were also aware that controls were tightening.



page eleven -

We concluded that the visuals and copy were effective in that they drew the attention of the reader and also emphasized the seriousness of the fraud.

It was against this background of serious professional research that we launched Phase II of the UI advertising in mid-January 1978, designed to talk frankly about abuse. One factor was stressed strongly -- we said that cheaters were a minority of claimants: that the vast majority of claimants dealt honestly with UI.

Almost before the program got off the ground, it was subjected to criticism. Members of Parliament and others criticized me and the Commission for wasting public funds and for insulting all those getting Unemployment Insurance benefit.

The media joined in the attack. Our efforts to deter cheaters and conserve UI funds were criticized in editorial columns. The broadcast media joined in, too.

Few people were prepared to listen when I explained that our program was carefully planned and had a deliberate place in the administration of the UI program. Only the public -- as we know now -- read and approved. Our third public opinion study, carried out in April this year, shows overwhelming public support for this important and functional advertising and public information program.



page twelve -

A majority of Canadians favour the advertising on cheating. That is the principal finding of the April 1978 public opinion survey.

Among those who recalled the advertising unaided, 59 per cent favoured it, 28 per cent were opposed and 13 per cent were unsure. Of those recalling the advertising, 20 per cent said it would inform or educate the public. A further 26 per cent favoured it for reasons generally connected with deterring cheaters.

When shown a typical "cheaters" print advertisement, 40 per cent could recall having seen it. After seeing the sample advertising, 80 per cent of respondents said ads dealing with UI abuses were a good idea. Fourteen per cent disagreed.

Respondents were then asked how necessary they thought it was that the UI program advise people about abuse. In total, 43 per cent said that there was "a real need", while another 43 per cent felt there was "some need". Nine per cent felt there was "no need"; 4 per cent were unable to say.



page thirteen -

The survey revealed that just over seven in 10 Canadians approve of the way the UI program tried to get its message across in the advertisement shown to them. Seventeen per cent disapproved; 10 per cent were undecided.

From a list supplied of eight words or phrases, very few respondents selected negative phrases to describe the sample advertisement they saw. The most frequently selected words or phrases were positive. For example: 40 per cent rated the ad "attention-getting"; 34 per cent said it was "needed"; 32 per cent said it was "honest"; 28 per cent said it was "convincing". Seven per cent selected "exaggerated" or "in bad taste"; 6 per cent "hard to believe" and 5 per cent "too harsh".

It's worth noting that it is not correct to assume that because only 32 per cent chose the word "honest", 68 per cent thought the advertisement was dishonest. The average respondent selected 1.59 phrases from the eight offered -- 1.34 were positive; 0.25 were negative. So most respondents chose one of the positive phrases to describe the advertisement.

We used the technique known as "day after recall" to measure a TV commercial on a "hockey" theme. That commercial achieved scores in the top 20 per cent of all TV commercials so tested.

.../14



Respondents found the message well communicated and understood it. Most of those recalling the commercial were in sympathy with it. Two-thirds said they liked it, 20 per cent were indifferent to it and 14 per cent said they disliked it -- "a little" (11 per cent) or "very much" (3 per cent).

A key reason for favouring the commercial was the dislike the audience had of people cheating UI, with the feeling that "something should be done about it".

About 47 per cent of respondents in the April 1978 survey said they had seen some advertising for Unemployment Insurance in the past few months. Unaided recall of the cheating message was high -- 39 per cent played back the idea of "not cheating"; 22 per cent relayed the message "you will get caught if you cheat". Recall of the "cheating" message was predictably higher in the April study than in its counterpart in January,

Of all Canadians, Quebecers showed the best acceptance of the "cheaters" advertising, on three counts. In terms of the ads being "a good idea" (87 per cent); ads being "needed" (92 per cent); and approval of the way the message was presented (77 per cent), they ranked first in five regions of Canada.



The Prairie provinces were consistently second, generally followed by the Maritimes, British Columbia and Ontario.

Unemployed people showed a similar acceptance of the advertising.

A higher percentage of unemployed people than Canadians as a whole thought the "cheaters" ads were a good idea. Again, a greater proportion of unemployed people thought there was real, or some, need for this type of advertising, compared with all respondents. And as a group, unemployed respondents were more favourable to the way in which the message was presented.

French-speaking respondents everywhere in Canada consistently agreed with the "cheaters" campaign significantly more than their English-speaking fellow-citizens. They found it good idea (87 per cent vs. 77 per cent); felt it was needed (92 per cent vs. 85 per cent) and approved of the advertising approach (78 per cent vs. 72 per cent).



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These findings were true, in varying degrees, when respondents were analyzed by age, education, income and occupation. Details are given in the background papers I am tabling today.

Respondents in the April 1978 study continued to believe that stricter controls are needed. They continued to feel that many people take improper advantage of Unemployment Insurance. And they continue to feel that the new stiffer requirements are a good idea.

Basically, what these three studies are telling us is that Canadians want a firm but fair UI program, with rip-offs reduced to a minimum. They strongly support the idea of UI -- but they want us to catch the cheaters.

These surveys tell me that as many as eight out of 10 Canadians agree with our approach to talk frankly about cheating. The public wants a tightly-managed program and deterrence is part of running a tight program.

It is, of course, too early to tell from our operating statistics if the cheaters are being deterred. However, we have a responsibility to warn them of the consequences. And the 10 million Canadians who pay premiums to the UI program know that we're getting better at catching the cheaters.



In these two advertising programs, I believe we have fulfilled part of the recommendation to the Law Reform Commission that we tell claimants and the premium-paying public alike about the UI program. The evidence shows that our advertising was carefully planned and researched and that it was welcomed by a majority of Canadians.

It is my strong hope that, as a result of these efforts, there will be a better general understanding of the complexities of the UI program. My officials and I are continuing to stress one important fact -- that cheaters are only a tiny minority of UI claimants: the vast majority deal with us fairly and honestly. But given the large amounts of dollars concerned -- and further large overpayments perceived by the Auditor General of Canada -- we cannot relax our efforts at balancing the best possible service to claimants with the most prudent control of UI funds.

I also hope to see a reduction in penalties and prosecutions in the months ahead. That would be a real benefit from the advertising.



There are evidently still problems in public perception -- that can be seen from our surveys. Canadians generally believe more people are cheating (for larger sums) than is, in fact, the case. What we have sought to do is to throw more light on the UI program and clarify public understanding of it.

I believe the UI advertising has done this very effectively and, in addition to the evidence presented today, I believe our statistics in the months ahead will further prove the point.





Minister  
Employment and Immigration

Ministre  
Emploi et Immigration

For Release

Pour publication

te  
bjeet

September 1, 1978  
Employment Strategy 1979/80

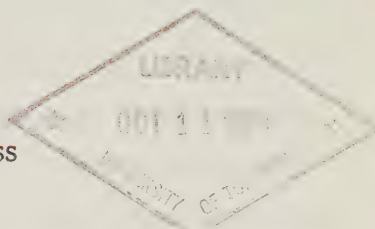
Date  
Sujet

NOTES FOR AN ADDRESS

BY THE

HONOURABLE BUD CULLEN

MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA



PLEASE CHECK AGAINST DELIVERY







The Employment Strategy for 1979-80 continues the key objective of increasing the employment and employability of Canadians. It forms part of the economic program announced by the Prime Minister on August 1 and of our over-all approach to the support and stimulation of private sector economic growth. Our funding arrangements for next year's Employment Strategy shift the emphasis to helping industry train and employ Canadians and, particularly, young jobseekers.

The strategy I am announcing will cost \$710 million in 1979-80, create 113,000 work years of employment or equivalent, and involve 368,000 people in jobs and training. The \$710 million will consist of \$570 million in cash expenditures, \$100 million in foregone tax revenue, and \$40 million in unemployment insurance funds used for job creation.

The number of work years of employment generated by the Strategy in 1979-80 will rise by close to 70 per cent over the currently anticipated level for 1978-79. Much of this increase in employment generation will be made possible by the use of unemployment insurance funds to create private sector jobs for youth and by incorporating into the Strategy the use of tax revenues to accomplish the same objective for the labour force in general.



In the area of private sector growth and employment, aside from youth employment, our total financial provision for stimulating continuing job opportunities and supporting economic growth will rise from \$110.5 million this fiscal year to \$247.0 million in 1979-80. It will result in 46,100 work years of direct employment or its equivalent next fiscal year, an increase from 23,600. Much of the increase in this sector will come from steps to enhance the ability of the Employment Tax Credit to assist businessmen in expanding employment and jobseekers in getting work. A large portion will come from the provision of \$70 million, exclusively for skill training. \$20 million will be used for the development, with the provinces, industry and labour, of measures to help industry overcome critical trade skill shortages. \$20 million will be added to our program of skill training in and by industry, and \$30 million will be used to cover the institutional costs of increased skill training for industry. We will also be developing a portable wage subsidy, to spur the re-employment of people laid off as a result of the economic shifts that will inevitably be associated with our future growth.

Prime Minister Trudeau has recently renewed our commitment to help young people find the work they seek. A main feature of the 1979-80 Employment Strategy is the development of a strategy to increase youth employment, particularly in the private sector, at a cost of \$225 million in 1979-80. We are expanding our Summer Youth Employment Program and



will be increasing our expenditures on Year-Round Youth Employment and Employability from \$14.5 million planned for this fiscal year to nearly \$110 million in the coming year.

Last winter, we operated a highly successful Job Experience Training Program (JET). With the help of local Chambers of Commerce and Boards of Trade, over 20,000 young people were provided with job orientation and training and the experience of real employment in the private sector. In 1979-80, we plan, following consultation with the provinces, industry and labour, to mount a JET program which will provide private sector employment and work experience to over 63,000 youth. We will be utilizing unemployment insurance benefits, in the case of those eligible for them, to cover the cost of the \$1.50 an hour wage subsidy involved. The government will pay the subsidy costs of those not eligible for unemployment insurance. This productive use of unemployment insurance benefits will enable us to mount a \$55 million program at a cost to the Treasury and the taxpayer of only \$15 million.

We will not, however, wait until next fiscal year to get the JET program moving. It will commence on September 15, 1978. If we, with the support of the business community, are able to meet our target for the program for this year our costs will amount to \$45 million. If, as I hope, employers can expand even more, we will provide the extra funds. We hope to have at least 58,500 additional young Canadians employed this winter because of this measure.



With these reformulations and expansion the Employment Strategy, this year and next, will make an increasingly important and vital contribution to expanding employment in the private sector, to enabling industry to do the skill training it needs, to expanding our Gross National Product, and to helping resolve the employment problems of youth. It forms an integral part of the measures which have been and will be announced by the government.

Details of program funding and labour market impact are contained in the press kits just distributed.





## EMPLOYMENT STRATEGY

SEPTEMBER 1, 1978







# Employment Strategy

## Background Papers

### Index

- A. Highlights
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  - 2. Portable Wage Subsidies
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  - 5. Canada Employment Centres for Students
  - 6. Job Exploration by Students
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  - 12. Local Economic Development Assistance
  - 13. Canada Works
  - 14. Skill Training
- C. Employment Strategy Finances and Impact
- D. Employment Strategy Expenditures and Financial Provision  
and Impact  
1978-79 and 1979-80 Comparison



## HIGHLIGHTS 1979/80 EMPLOYMENT STRATEGY

### Employment Tax Credit

- . \$106 million (tax and administration costs)
- . being altered and expanded to increase utility for employers and job seekers

### Measures to deal with industrial change and development

- . \$19.5 million
- . increased from \$1.5 million in 1978/79
- . including portable wage subsidies, emergency response feature of Canada Works, mobility assistance and manpower consultative service.

### Summer Youth Employment Programs

- . \$116 million
- . increased from \$97.4 million in 1978/79
- . includes Young Canada Works, Summer Job Corps, Summer Student Employment and Activities, Student Canada Employment Centres, Job Exploration by Students.

### Year-round youth employment measures

- . \$109.7 million
- . increased from \$14.5 million in 1978/79
- . includes an expanded Job Experience Training Program (J.E.T.) (partly financed by unemployment insurance), (see immediately below), Youth Job Corps (a new program), CHOICES, Campus Canada employment centres, Youth Employment Centres, Co-operative Education, Youth Apprenticeship program.

#### J.E.T. starting in September 1978

- to begin September 15, 1978
- cost \$45 million, target to employ 58,500 participants this fiscal year
- business co-operation
- \$1.50 per low subsidy, to maximum \$1,560 for 26 weeks of work experience



- generally under 20 years old, all work seekers out of school between 3 and 36 months
- based on successful earlier program, run with help of Chambers of Commerce, Boards of Trade
- in 1979-80, will use unemployment insurance funds to pay the \$1.50 an hour for eligible youth

Disadvantaged communities and people

- . \$43 million
- . increased from \$26.3 million
- . includes Local Employment Assistance Program and Local Economic Development Assistance Program (a new program).

Canada Works community-based program

- \$192.8 million including administration
- . decreased from \$231.2 million in 1978/79.

Skill Training

- . \$101.5 million
- . increased from \$31.5 million Strategy provision in 1978-79
- . \$70 million increase is exclusively for skill training to meet industry needs
- . includes new Critical Trade Skill Shortages Program, to be developed with provinces, industry, labour.



## BACKGROUND PAPER #1

### Employment Tax Credit Program (E.T.C.)

A two-year tax-credit program introduced by the Minister of Finance in March 1978, provides employers with a tax deduction of up to \$2 an hour (depending on the geographic area) per new employee for the creation of new jobs. The program is aimed at stimulating employment by giving income tax credits to companies who hire people additional to normal staff needs. The jobs created must be full-time and last for at least three months. The credit covers a maximum of 40 hours a week for a period of up to nine months. Persons hired must have been unemployed for 8 weeks or more.

The Employment Tax Credit Program is to be revised and strengthened to make it more helpful to employers and jobseekers. Planned changes include:

1. lengthening the subsidy period to 12 months, from the present nine months
2. reduce the required waiting period of unemployment from 8 weeks to 2 weeks
3. certain technical changes to further simplify the program, particularly for very small enterprises.

<u>1979/80 funding:</u>	\$6.0 million for administration, plus an estimated \$100 million in net reduced tax revenue
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<u>1979/80 Employment impact:</u>	25,000 work-years of employment for 50,000 people
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<u>History:</u>	In 1978/79, only the administrative costs of the program (\$5.5 million) were included in the Employment Strategy, since the program commenced in March 1978.
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## BACKGROUND PAPER #2

### Portable Wage Subsidies

This new program, being developed for initiation in 1979/80, is designed to enable certain groups of unemployed, including those laid off as a result of trade-related dislocations, to carry a wage subsidy with them to a new employer. The subsidy would improve workers' chances of obtaining new employment and encourage employers to retain them for a longer period of time.

The subsidy would be paid in cash to the new employers, possibly amounting to \$1.50 per hour for the first year and \$0.75 for the following year. This would represent wage subsidies of approximately \$3,000 and \$1,500 per worker to employers in the two years respectively. Program details will be announced at a later date.

1979/80 Funding: Up to \$10 million

1979/80 Employment impact: Dependent on level of need

History: This is a new Employment Strategy initiative.



## BACKGROUND PAPER #3

### Young Canada Works

Young Canada Works, part of the Summer Youth Employment Program, is a program that uses the expertise of local organizations to develop and manage projects that will create summer jobs for students. Emphasis is placed on jobs that relate to the career and educational aspirations of participants, provide them with useful experience and contribute to the economic and social well being of the community. Funds are allocated by constituency on the basis of youth unemployment figures.

#### 1979/80 funding:

\$62 million

#### Employment impact:

9,170 work years of employment for  
38,000 participants

#### History:

Young Canada Works was introduced in 1977 as part of the Employment Strategy of the Canada Employment and Immigration Commission. In 1978-79, the planned program expenditure was \$48.5 million.



## BACKGROUND PAPER #4

### Summer Job Corps

The Summer Job Corps Program, part of the Summer Youth Employment Program, provides federal departments and agencies the opportunity to create short-term jobs which will provide young people, primarily students and recent graduates, with challenging work experiences for career and educational developments. Proposals reflect on-going government priorities. Program funds are targeted towards areas of highest unemployment. The participants are provided with expertise from sponsoring departments/agencies or third party groups in the community.

1979/80 funding: \$15 million

1979/80 Employment impact: approximately 1,800 work-years for 8,000 participants

History: Introduced in 1977 with funding of \$10 million, the program created jobs for close to 5,000 participants.

In 1978/79, funding of \$12 million will create close to 6,000 jobs or 1,342 work-years in about 650 projects distributed among the provinces and territories.



## BACKGROUND PAPER #5

### Canada Employment Centres for Students

Canada Employment Centres for Students facilitate placement of secondary and post-secondary students with both public and private sector employers and provide information on federal and provincial summer employment opportunities. The 300 CECS's across Canada are staffed by more than 1,000 young people during the summer operating period.

1979/80 funding: \$8 million

1979/80 Employment impact: indirect

History: To July 31, 1978, student employment centres accounted for 199,872 summer placements, an increase of 5.6 per cent over the same period during the previous summer. Registrations and vacancies were also up, by 3.4 per cent and 4.2 per cent, respectively. Funding in 1978/79 is \$6.9 million.



## BACKGROUND PAPER #6

### Job Exploration By Students

The Job Exploration By Students, part of the Summer Youth Employment Program, is designed to provide potential high school drop-outs with the opportunity, based on exposure to the world of work, to make informed and realistic career decisions. The program provides subsidies to employers to hire these "hard to place" students during the summer. The Canadian Chamber of Commerce and participating schools help identify employers and students for the program. Central to the program's objective is its recognition that students who have already experienced a degree of under-achievement in the school system might benefit from supportive counselling and a closely supervised job situation as an introduction to the realities of the working world.

1979/80 funding:

\$3 million

1979/80 Employment impact:

4,000 summer jobs for students

History:

The program first went into operation in the spring of 1975. Funded at \$2.1 million in the summer of 1978, the program will provide private sector employment experience to 3,500 potential drop-outs this year.



## BACKGROUND PAPER #7

### Year-Round Youth Corps Program

The Year-Round Youth Corps Program is a new initiative, based on the successful Summer Job Corps Program, to reduce unemployment by creating jobs for young people in areas of high youth unemployment.

Sponsoring federal departments/agencies will be asked to develop proposals that provide young people with training and experience which will improve their employment prospects and their choice of realistic occupations and careers. The projects selected will reflect the altered government priorities. Details of the Youth Corps Program will be announced at a later date.

#### 1979/80 funding:

up to \$50 million

#### 1979/80 Employment impact:

16,500 jobs or 5,500 man-years of employment

#### History:

New program, based on Summer Job Corps Program



## BACKGROUND PAPER #8

### Job Experience Training

Job Experience Training places recent school leavers unable to find employment due to a lack of work experience and skills into the subsidized employment with private sector employers for a period of up to 26 weeks. CEIC subsidizes employers at a rate of up to 50 per cent of the hourly wage paid, up to \$1.50 per hour, to a maximum of \$1,560. Employers enter into an agreement with the federal government to provide up to 26 weeks of actual work experience in a newly-created position. Local Chambers of Commerce and boards of trade participate actively and in some localities provide the basic management for the program.

Following consultation with the provinces, it is planned that the JET program will be greatly expanded in 1979/80, utilizing unemployment insurance benefits to make up the \$1.50 per hour in the case of young people who are eligible for unemployment insurance. For those who are not eligible, the government will provide the \$1.50 per hour subsidy. The need for consultation with provinces and for the making of administrative arrangements will preclude full implementation of the use of unemployment insurance benefits until early in 1979/80.

It is planned to launch the altered and expanded JET program by September 15, 1978, utilizing incremental same \$45 million of redistributed funds to provide employment, employment experience and orientation, to same 58,500 persons (mostly under 20 years of age) this winter. The program will be restricted to young people who can most benefit from private sector work experience - those who are actively seeking work through the CECs and have been out of school between 3 and 36 weeks.

#### 1979/80 funding:

\$40 million unemployment insurance benefits  
\$15 million government expenditures  
Up to \$45 million government expenditures in 1978/79 to reinstate the program.

#### 1979/80 Employment impact:

63,100 jobs or 18,205 work-years of employment

#### History:

JET began in 1976 as a winter pilot project. It was expanded last winter when the success of the program was established. From October 1, 1967 to May 31, 1978, 20,500 youths were placed into employment through JET - a 64 per cent increase over the 13,200 anticipated placements.



## BACKGROUND PAPER #9

### CHOICES

CHOICES is a computerized career information system which allows the Commission's clients to explore comprehensive, up-to-date occupational data relevant to each province, including occupations, earnings, supply and demand projections, working conditions and such personal factors as interests, aptitudes and educational and training requirements. An equivalent manual search could well require weeks.

Education information on all Canadian universities, colleges, technical institutes and vocational and trade schools, as well as apprenticeship and Canada Employment Training Programs, is now being added.

1979/80 funding: \$2 million

1979/80 Employment impact: Indirect

History: Extensive field tests, involving thousands of persons in CEC's and schools, have been conducted in order to refine the CHOICES system. Users expressed great enthusiasm for CHOICES. It was shown to increase the realism of their knowledge of the labour market options and careers open to them. Following the inclusion of further information, the CEIC plans to utilize CHOICES widely in CEC's and will make the system available to provinces for use in the school system.

Expenditures on CHOICES in 1978/79 are expected to be approximately \$500,000. Implementation in the 60 main cities of Canada is planned for 1979/80.



## BACKGROUND PAPER #10

### Co-Operative Education Program

Co-operative Education programs alternate practical work and study by placing full-time secondary and post-secondary students in jobs related to their courses of study. The aim is to ease students later transition from the school setting to the permanent work force by combining formal studies with practical work experience.

The federal government provides provinces with funds to assist them in the development and start-up of co-operative education programs, paying up to 50 per cent of the first year start-up costs, excluding wage subsidies. The maximum federal contribution is limited to \$100,000 for any one project.

1979/80 funding: \$2 million

1979/80 Employment impact: Indirect

History: The Co-operative Education Program is in its first year of operation. The budget established for 1978/79 was \$500,000.



## BACKGROUND PAPER #11

### Local Employment Assistance Program

The Local Employment Assistance Program funds long-term employment projects for groups of the chronically unemployed, either to help them develop the abilities needed to fill and keep private industry jobs or to create viable continuing enterprises of their own.

1979/80 funding: \$33 million

1979/80 Employment impact: 2,375 work years of employment for  
3,370 participants

History: The Local Employment Assistance Program was introduced in 1972 and since then has funded over 200 projects across Canada. Its budget for 1978/79 is \$25 million, which provides approximately 1,800 work-years of employment for 2,600 participants.



## BACKGROUND PAPER #12

### Local Economic Development Assistance

The Local Economic Development Assistance Program (LEDA) is a new initiative designed to stimulate and assist local private sector employment and small business development, and to stimulate community participation in, and responsibility for, that process.

Up to \$250,000 per year will be provided to individual LEDA corporations, owned and controlled by the community. These corporations would seek out, develop and structure business proposals for funding through normal channels with the LEDA Corporation providing, if necessary, seed money or last-resort financing.

The program will be complementary to existing federal and provincial business assistance programs and will not be competitive with them. It will be aimed at very small businesses.

Geographic or cultural communities of under 50,000 population with a persistently high rate of unemployment will be served by LEDA corporations, and no LEDA will be established without provincial agreement. Further details will be announced at a later date.

<u>1979/80 funding:</u>	Up to \$10 million
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<u>1979/80 Employment impact:</u>	Up to 1,000 permanent jobs
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## BACKGROUND PAPER #.13

### Canada Works (Community Based Component)

The community-based portion of the Canada Works program uses the expertise of local organizations to develop and manage projects that will create jobs. The jobs created provide participants with work experience and financial support and provide communities with economic and social benefits. During 1979/80, there will be an increased emphasis on projects which provide long-term economic benefits to communities and increase the employability of participants. Funds are allocated on a constituency basis, primarily to areas of the country experiencing high unemployment.

<u>1979/80 funding:</u>	\$194.3 million, including carry-over costs from 1978/79 and administrative costs. This level of funding will permit an allocation of approximately \$130 million in 1979, for the program year.
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<u>Employment impact:</u>	24,400 work years of employment for 95,000 participants
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<u>History:</u>	Canada Works was introduced in 1977 as a major component of the Canada Employment and Immigration Commission's Employment Strategy. The funding level for 1978/79, partly because of the carry-over requirement from the 1977/78 program, was \$225.5 million. The 1978/79 allocation to constituencies was \$175 million.
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About one-quarter of the Canada Works funding going to local government units and some 44 per cent of projects also receive funding from other sources. The program has been increasing its emphasis on projects of lasting benefit which support provincial and local growth priorities.



## BACKGROUND PAPER #14

### Skill Training

The Canada Employment and Immigration Commission maintains two major training programs - the Canada Manpower Training Program operated with the provinces and the Canada Manpower Industrial Training Program.

The training programs are being reoriented to place much greater emphasis on skill training and training within industry to meet the needs of industrial development.

In addition to normal general training funding for these programs, the 1979-80 Employment Strategy provides \$101.5 million for training, of which \$70 million is an increment over 1978-79 Employment Strategy training funding levels, provided exclusively for skill training to meet industrial needs.

Twenty million dollars of the incremental amount will be utilized for the development, with the provinces, business and industry of a Critical Trade Skill Shortages Program. The Critical Trade Skill Shortages Program will provide major direct support to industry with the extremely high costs of training persons in trades which are or will be critically short. Main examples are the metalworking trades such as millwrights, machinists, etc.

The Critical Trade Skill Shortages Program will form a part of the Canada Manpower Industrial Training Program.

In addition, the 1979-80 Employment Strategy will provide \$43 million for the regular Canada Manpower Industrial Training Program - an increase of \$20 million over the amount provided in the 1978/79 Strategy. The funds will be provided to business firms to cover a portion of their costs of further necessary expansion of skill training. The Canada Manpower Training Program will receive \$30 million more in the 1979-80 Strategy than in the 1978-79 Strategy. The additional funds will be used exclusively to provide institutional training and necessary allowances for skill training to meet industrial needs.

1979/80 funding: -

- \$101.5 million - \$70 million  
more than 1978-79

1979/80 Employment impact of  
Employment Strategy portion:

- 18,800 person-years of training  
for 59,000 trainees.



C.

EMPLOYMENT STRATEGY FINANCES AND IMPACT1979/80

	Finances \$(Millions)	Work-Years of Employment or Equivalent	Participants
<u>A. Private Sector Growth &amp; Employment</u>			
Economic Growth Component, Canada Works			
- federal	20.0	2,300	2,800
Employment Tax Credit			
- administrative	6.0)		
- net tax cost	100.0)*	25,000	50,000
Skill Training			
- Critical trade skills	20.0	4,000	4,000
- CMITP	43.0	10,000	40,000
- Institutional Skill	38.5	4,800	15,000
MCS	2.0	n.a.	n.a.
Mobility	2.5	n.a.	9,000
Portable Wage Subsidies	10.0	n.a.	n.a.
Special Response	5.0	n.a.	n.a.
	<u>247.5</u>	<u>46,100</u>	<u>120,800</u>
<u>B. Youth Employment and Employability</u>			
(i) <u>Summer Youth Employment</u>			
Young Canada Works	62.0	9,170	38,000
Summer Job Corps	15.0	1,800	8,000
SSEAP	28.0	3,750	18,000
Student CECs	8.0	-	-
Job Exploration by Students	3.0	550	4,000
	<u>116.0</u>	<u>15,270</u>	<u>68,000</u>
(ii) <u>Year-Round Measures</u>			
Youth Job Corps	50.0	5,500	16,500
JET			
- UI	40.0)*		
- non-UI	15.0)	18,205	63,100
Youth CHOICES	2.0	n.a.	n.a.
Campus CECs	0.3	n.a.	n.a.
Youth Employment Centres	0.4	n.a.	n.a.
Co-Operative Education	2.0	n.a.	n.a.
	<u>109.7</u>	<u>23,705</u>	<u>79,600</u>
Total Youth Specific	<u>225.7</u>	<u>38,975</u>	<u>147,600</u>
<u>C. Disadvantaged Communities and People</u>			
LEAP	33.0	2,375	3,370
LEDA	10.0	1,000	1,000
	<u>43.0</u>	<u>3,375</u>	<u>4,370</u>
<u>D. Supplementary Job Creation</u>			
Canada Works	184.3	24,400	95,000
Permanent Core	10.0	n.a.	n.a.
	<u>194.3</u>	<u>24,400</u>	<u>95,000</u>
TOTAL STRATEGY, including Non-Expenditure Items above	<u>710.0</u>	<u>112,850</u>	<u>367,770</u>
TOTAL STRATEGY EXPENDITURES	570.0		

n.a. - not available or not applicable

\*Non-expenditure items



D. Employment Strategy Expenditures, Financial Provision, and Impact

1978-79 and 1979-80 Comparisons

(\$ million)

1978-79

Expenditure level announced	\$458.2
Minus expenditure reduction	-21.1
Plus 1978-79 JET expenditures	45.0
Currently planned expenditure level	\$482.1
Foregone net tax revenues - ETC, add	22.0
Total Financial Provision	\$504.1

1979-80

Planned expenditure	\$425.0
Expenditure increase	145.0
Currently planned expenditure level	\$570.0
Foregone net tax revenues - ETC, add	100.0
Unemployment Insurance used for JET, add	40.0
Total Financial Provision	\$710.0

Financial Comparisons

	<u>1978-79</u>	<u>1979-80</u>	<u>Change</u>
Announced/planned expenditures	\$458.2	\$570.0	\$111.8
Currently anticipated expenditures	482.1	570.0	87.9
Total Financial Provision	504.1	710.0	205.9

Impact Comparisons ('000)

	<u>Work-Years</u>			<u>Participants</u>		
	1978-79	- 1979-80	Change	1978-79	- 1979-80	Change
Announced/planned	55.6	75.9	20.3	217.2	268.8	51.6
Currently anticipated/planned	66.1	75.9	9.8	265.0	268.8	3.8
Total Financial Provision	77.1	112.9	35.8	290.0	367.8	77.8









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Employment and Immigration

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September 1, 1978  
UI program changes

Date 1er septembre, 1978  
Sujet Changements au Régime  
d'assurance-chômage

STATEMENT BY

The Honourable Bud Cullen, M.P.  
Minister of Employment and Immigration Canada  
at a press conference  
Friday, September 1, 1978  
on  
*Changes to the Unemployment Insurance program*







## CHANGES TO THE UNEMPLOYMENT INSURANCE PROGRAM

With the passage of Bill C-27 and the authority given to us in that statute, we are moving toward closer integration of the Unemployment Insurance program and the various employment programs. As Minister, it is my view that these two areas of responsibility must act in cooperation and coordination with each other and not one to the detriment of the other. It is for this reason that I propose to increase incentives to work and to move in a more positive way towards job creation, both by government and private industry.

The Prime Minister and the President of the Treasury Board have indicated our intention and commitment to cut back on Government spending. This dovetails beautifully with the ideas I have had in mind for some time. On the unemployment insurance side, I propose to make six changes. Four of the changes will have a double-barrelled effect: remove some of the disincentives to work and, at the same time, save money; the fifth proposal should improve upon the perception of the Unemployment Insurance program in general, while the sixth change will result in a direct saving to the Canadian taxpayer.



The Government proposes to introduce legislative amendments which will implement these changes.

I would like to make a brief background comment and then to list the six proposed changes.

In proposing program changes, naturally the Government has considered the Unemployment Insurance program as part of its total review of expenditures. However, the proposals represent our best judgment of how the program should be realigned to meet today's economic and social needs and in particular, to support the labour market in a positive way.

I want to ensure that the UI program gives Canadians every encouragement to seek and to return to work. The consequent savings in program costs, and they are considerable, can be viewed as a bonus beyond this primary goal. There is no question that Canada's UI program plays a key role in providing support to most unemployed Canadians and the channelling of funds to unemployed workers remains a major economic stabilizer in periods or regions of high unemployment. The UI program is meant to finance unemployed workers while they are looking for work which fits their skills and experience.



One of the problems of the present system is that it is relatively easy to enter and to re-enter the UI program, both for those joining the labour force for the first time, and the 300,000 to 400,000 people a year who have repeat UI claims within twelve months.

Let's face it - UI's job is to provide temporary income maintenance between jobs and yet some people now use it as their major source of income interrupted only by periods of short-term employment. Current UI legislation makes it easier for some employers to lay off employees without considering alternatives because they know income support is easily available to those they lay off. To some extent, therefore, UI has helped create unstable work patterns by employees and employers.



I am proposing the following changes to the UI program:

1. Increase entrance requirements for program repeaters - (April 1, 1979).
2. Increase entrance requirements for new entrants - (April 1, 1979).
3. Increase minimum insurable earnings - (April 1, 1979).
4. Reduce the benefit rate to 60% - (January 1, 1979).
5. Introduce a measure to recover a portion of the benefits paid to high-income claimants. (January 1, 1979).
6. Refinance the labour force extended phase - (January 1, 1979).

I will deal with each of these changes very briefly.

1. Higher entrance requirements for repeaters

Very succinctly, what we are saying here is that claimants who have already received UI benefits for a substantial period in the preceding 52 weeks, would need more insured weeks to get back into the program than they do now. To requalify, they would have to have insured weeks at least equal to the weeks of benefits drawn in their previous claim, or they would have to have the insured weeks needed under the present variable entrance requirement, whichever was the greater.



Why this change? I suggest this measure has three purposes:

- one, it gives claimants an incentive to make their claims as short as possible since their future entitlement will be affected;
- two, it breaks the cycle of reliance on UI that some claimants have built up;
- three, it requires claimants to show more substantial attachment to the labour force before requalifying for UI.

## 2. New entrants to the labour market

Under this change, new entrants to the labour market and re-entrants who are rejoining the labour force after a considerable absence would need more insured weeks to qualify for unemployment insurance benefits than they do now.

To make it more difficult for new entrants and re-entrants to qualify for benefits, this second change would propose the establishment of a dual entrance requirement. For example, claimants would be required to show that they have at least 40 weeks of insured employment in the last two years, of which 10 to 14 weeks (depending on the regional rate of unemployment) must have been within the last year.



In other words, we are making sure that individuals returning to the labour force after a long absence are not attracted back solely because of the existence of UI benefits. We are in fact excluding those who have at best a tenuous and marginal attachment to the labour force.

### 3. Increase in minimum insurable earnings

This third change will require that a week of employment must consist of an increased minimum of employment, such as a minimum number of hours on the job or a combination of other factors, to be considered insurable. This will have a double-barrelled and, I hope, positive effect - one, that it will be an incentive to work and secondly, that it will prevent some high-wage earners from establishing a claim based only on a very short work week, thereby having an unfair advantage over low wage earners.

### 4. Reduction of weekly benefits

The fourth change will be to reduce the weekly benefit rate from 66 2/3 per cent to 60 per cent of weekly insurable earnings. This reduction would mean a decrease in the maximum weekly benefits claimants can get in 1979 as compared with 1978.



The purpose of this decrease is to make it more attractive for potential UI claimants to accept jobs now paying close to the current level of benefits.

It is hoped that this change will help decrease the work disincentive effects of the UI program. A reduction in rate, shared by all claimants, should make jobs at the lower end of the income scale more attractive.

Each of the four changes is aimed directly at reducing the work disincentive effects of unemployment insurance and therefore encouraging people to look for, accept and remain at work.

5. Recovery of benefits from high income claimants

The fifth change I am proposing would be a special recovery from high-income claimants. My proposal is that those whose gross income including UI is more than \$22,000 in any calendar year would have more of their UI benefits reduced progressively. We are giving study to effecting this change through the tax system.



6. Refinancing the labour force extended phase of benefits

I have called the sixth change "refinancing of the labour force extended phase". A brief word of explanation may be necessary for those not familiar with the present Unemployment Insurance program.

At the present time, we have a three-phase benefit structure. The first phase is called, appropriately enough, the "initial" phase. The second is called the "labour force extended" phase and the third is called the "regionally extended" phase. These are the entitlement phases.

In the initial phase, the benefit is one week for each insured week, up to a maximum of twenty-five weeks. In the labour force extended phase, you get one week of benefit for every two weeks of work over twenty-six weeks, for a maximum of thirteen. And thirdly, there is a phase called the regionally extended phase, which is meant to help in those areas of high unemployment where it is extremely difficult to get employment.



At the present time, the initial phase is financed by all three partners in the Unemployment Insurance program: employees, employers and the Government. However, the thirteen-week labour force extended phase is financed solely by the Canadian taxpayer. Since this phase, like the initial phase, is related to the period of insured employment, it is anomalous that the entire cost of this benefit should be borne by the Canadian taxpayer. I propose that it will now be partly financed from employer-employee premiums. This will in no way mean an increase in employer-employee premiums for 1979. In fact, when all the changes are implemented there will be a net annual saving of \$50 million to \$100 million to the employer-employee account. It is likely, therefore, that premiums can be reduced for 1979. The amount of premiums will be announced as usual later this fall by the Canada Employment and Immigration Commission.

These are now the legislative measures we will be proposing to Parliament.

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As Mr. Chrétien has pointed out, the Government's savings on these UI changes in 1979/80 are to be \$580 million. However, we estimate that once the six legislative proposals have been fully implemented, the total annual program savings by fiscal year 1980/81, would be of the order of \$750 million to \$1 billion, of which \$700 million to \$900 million would be savings to the Government. As indicated earlier, the savings to the private sector will be of the order of \$50 million to \$100 million, after the refinancing of the labour force extended phase of benefits.

With these changes, Canada will have a better UI program. In addition, the developmental use of UI funds which was authorized by Bill C-27, is already being used for training, to evaluate the effectiveness of worksharing and we shall shortly be testing projects involving the use of UI funds for direct job creation.

I am also pleased to say that in 1979-80, we shall use UI funds to support the placement of youth in the private sector under our highly-successful Job Experience Training program for youth. We expect to see that program greatly expanded next year, using UI funds. Although technical problems related to the UI program make it impossible to use UI funds for this purpose before April 1, 1979, I am pleased to say that the Government has authorized me to begin expanding this high-priority program immediately, using funding through supplementary estimates in this fiscal year.



These measures illustrate that, linked more closely to our employment strategies, UI can continue to fulfil its traditional role of providing temporary income maintenance without some of the disincentives to work which are present in the program now.









Minister  
Employment and Immigration

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September 1, 1978  
UI program changes

Date le 1<sup>er</sup> septembre, 1978  
Sujet Changements au Régime  
d'assurance-chômage

HIGHLIGHTS OF PROPOSED UI PROGRAM CHANGES

Changes to the Unemployment Insurance program were announced today by Employment and Immigration Minister Bud Cullen.

As announced by Finance Minister Jean Chrétien last week, the Government's savings on the UI program in fiscal year 1979-80 will be \$580 million.

However, the changes, once fully implemented in the 1980-81 fiscal year, would mean total annual program savings of between \$750 million and \$1 billion. Savings to the Government in the first full year will be of the order of \$700 million to \$900 million. Savings to the private sector will be \$50 million to \$100 million.

.../2







Following are the proposed program changes:

1. Higher entrance requirement for repeaters:

The entrance requirement will be increased for some claimants who have already received UI benefits in the year before a current claim. To qualify for UI benefit, "repeaters" would need the greater of the present variable entrance requirement or the same number of weeks of insured work as the benefit weeks they got in their previous claim.

2. New entrants to the labour market:

A dual entrance requirement is proposed for new entrants and re-entrants to the labour force. To qualify for UI benefit, they would need 40 weeks of insurable employment in the last two years. Of these weeks, 10 to 14 (depending on the regional unemployment rate) would have to be in the last year.

3. Increase in minimum insurable earnings:

This change will require that a week of employment must consist of an increased minimum of employment, such as a minimum number of hours on the job or a combination of other factors, to be considered insurable.

.../3



4. Reduction of weekly benefits:

The UI benefit rate will be reduced from 66 2/3 per cent to 60 per cent of weekly insurable earnings.

5. High-income claimants:

Changes will involve a special recovery from high-income UI claimants whose gross income including UI is more than \$22,000 in any calendar year.

6. Refinancing the labour force extended phase of benefits:

Financing of the UI benefit structure will be made more equitable by sharing the cost of the second phase of benefits -- now wholly paid by the Government -- with employers and employees. Combined with the effects of overall UI program changes, it is likely that premiums can be reduced in 1979.

The Minister stressed the fact that "these changes are aimed directly at increasing the work incentive effects of the Unemployment Insurance program and encouraging people to look for, accept and remain at work".





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Notes for a statement by

the Honourable Bud Cullen

Minister of Employment and Immigration Canada

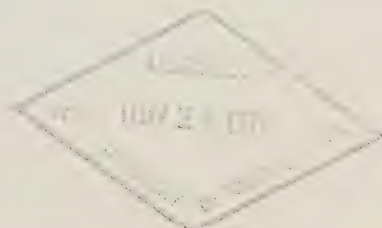
*on the Second Reading*

*of Bill C-14*

A Bill to amend the Unemployment Insurance Act, 1971

November 9, 1978

Check against delivery









Mr. Speaker:

The Government has decided as one of the major features of its revision of priorities, to recommend changes to the Unemployment Insurance program, coupled with a significant redirection of its Employment Strategy. The essence of the changes we propose to the Unemployment Insurance program is two-fold:

1. We want to reduce some of the disincentives to work which are present in the program;
2. We want to encourage workers to establish more stable work patterns and develop longer attachments to the active work force thereby reducing their dependency on UI.

The proposed changes to the UI program should, therefore, be considered both as program improvements in themselves -- which will reduce the negative aspects of the program -- and as cost savings to be applied to other more productive programs. The cutbacks are necessary and will result in a better, more balanced program than ever before. The new emphasis will be on encouraging all Canadian workers to look for, accept, and remain at work.



I want to emphasize here again, as I did in my announcement on September 1, that the Government has moved on several fronts to provide more work for people who would otherwise be on Unemployment Insurance. The Employment Strategy in 1979-80 will have an impact of some \$710 million, creating an estimated 113,000 workyears of employment and training for some 360,000 people. A further \$300 million of funds for economic development activities have been announced.

Our new target for jobs and training in 1979-80 represents a 70 per cent jump over what we have accomplished, and are accomplishing, in the current year. And that, by any standards, is a very significant increase.

On the Job Creation front, we could not be content solely with the strategy as outlined for 1979/80 substantial as it is but announced an immediate start-up of a Job Experience Training program involving some \$45 million, which should mean that some 58,500 young Canadians should already be employed in meaningful work by this winter. And we have also made changes to the Employment Tax Credit program to make it more acceptable to the business community.

The growing costs of the UI program, just over \$4 billion in the latest fiscal year, could not be ignored. Nor could we ignore the employment disincentive effects which were adding to other problems in the labour market.



On September 1, I outlined the thrust of the Government's proposed changes. As I said at that time, we are determined that the program be realigned to meet today's economic and social needs and, in particular, to contribute in a positive way to strengthening the labour market. The Bill provides for six major amendments which would: require some claimants to work longer before qualifying for UI benefits; change the minimum insurability under the program; reduce the current rate of benefits; require high-income recipients to repay a portion of UI benefits received; and provide a new financing formula for the labour force extended phase.

In our original proposal applying to repeaters, it had been contemplated that if an individual drew down 26 weeks of benefits, he or she would have to work that same number of weeks in order to establish a new claim. However, thanks to the solid representations of Caucus colleagues, particularly those in the Atlantic region, we made two significant changes to the definition of repeaters so that it would create less hardship in those regions of Canada with high unemployment where jobs are harder to find.

Under these changes, repeaters would need to work up to six additional weeks of insurable employment over and above the usual variable entrance requirement of from 10 to 14 weeks. By way of example, if an individual in Alberta drew down 16 weeks of benefits, that individual would have to work the required 14 weeks in any event, plus two additional weeks



to establish a new claim. Similarly, if an individual, again in Alberta, drew down benefits of 26 weeks, then that claimant would only have to secure the 14 weeks plus six weeks. The ceiling, therefore, in areas of low unemployment is 20 weeks and in areas of comparatively high unemployment is 16 weeks.

Not satisfied that this was going far enough, the Government is now proposing that the repeaters provision would not apply in any region where the applicable regional unemployment rate used for the program is over 11.5 per cent. For example, this means that in Newfoundland and its three UI economic regions, the repeater section would not apply, should the unemployment rate remain over 11.5 per cent.

Turning to another important provision, "new entrants" and "re-entrants" are those claimants who either enter the labour force for the first time or who re-enter it after a period of absence.

In simple terms, new entrants and re-entrants are people who do not have 14 weeks of insurable employment in the year preceding their qualifying periods. New entrants and re-entrants would be required to have at least 20 weeks of insurable employment in a qualifying period to gain eligibility for UI benefits.



The change in the minimum insurable earnings is meant to make the program more equitable in relation to part-time workers. The present structure excludes from insurable employment those who work 20 or more hours a week at less than the provincial minimum wage, such as domestics, but it includes those who earn high hourly wages in only a few hours a week.

A section of the Bill provides the necessary regulatory authority to ensure that a minimum of 20 hours of work in a week will be needed for any employment to be insurable, no matter what the wage rate.

The other changes proposed in the Bill, namely the reduction in the weekly UI benefit rate from 66 2/3 per cent of average insurable earnings to 60 per cent, and the transfer of the labour force extended benefits from the government alone to tripartite financing, would not, of course, exclude anyone from benefits.

I should emphasize here that when all these amendments are fully implemented and despite the correction of the anomaly which will now see government, management and labour sharing the cost of the labour force extended phase, there will be savings to employers and employees and therefore it will not be necessary to increase premiums.



The Government also proposes to provide for a repayment of UI benefits by higher-income UI claimants. Higher-income claimants are defined in the Bill as those with net incomes of over 1.5 times the yearly maximum insurable earnings, an amount estimated to be \$20,500 in 1979. Claimants with incomes over this level would be required to repay a portion of the UI benefits received in that year at a recovery rate of 30 per cent. Any repayment, of course, would not be included in taxable income.

Representations from many sources resulted in a further amendment which will increase the minimum fines for employers who deliberately give false information on insurable earnings or insurable employment or reasons for separation from employment generally on the Record of Employment. The present minimum fine is \$25. The Government proposes to increase the deterrent effect by raising it to \$200.

All the changes to the UI program I have proposed will result in a net program cost reduction of \$935 million in fiscal year 1980-81, when fully implemented and matured.

Mr. Speaker, there has been a great deal of concern expressed about those who will be prevented from establishing UI claims. I share those concerns, but I may point out that for new entrants to the labour market it is far preferable in my view, both socially and economically, that they be given meaningful work experience rather than just income maintenance. It is also preferable that those who are marginally attached to the labour force, either by choice or circumstance, be helped to become more substantially employed and, hopefully, not to make unemployment insurance a way of life.



I mentioned earlier in my comments that the Employment Strategy for 1979-80 will have an impact of some \$710 million, and that a further \$300 million of funds are available for economic development activities. This means over \$1 billion will be available next year to provide jobs for Canadians.

We are examining ways of deploying these funds to alleviate the effects of the expenditure reductions in the UI program as much as possible. For example, the previous formula for distributing Canada Works funds is being revised, and we are discussing with provinces ways to tailor the mix of Employment Strategy programs to best meet the needs of each province.

I recently met with my provincial counterparts and I am pleased to say that some provinces responded positively to my suggestion that funding be shifted more towards high unemployment areas.

I have also reviewed with provinces the potential impact of the UI changes on welfare costs. I advised them that, even if there were no Employment Strategy, our estimate is that additional welfare costs in 1979-80 would not exceed \$51 million, of which 50 per cent is paid by the Federal Government. In other words, we are talking of costs to the provinces of \$25.5 million in 1979-80 and \$43.3 million in 1980-81. While all provinces have not fully accepted these estimates, they have not refuted them. Nor have they put forward any alternative changes which will be as feasible, equitable and cost-effective as those I am proposing today.



Mr. Speaker, it is virtually impossible to make changes to a program like Unemployment Insurance, without affecting people. What I have tried to do is wield a scalpel instead of an axe, eliminating anomalies and excesses while strengthening the basic purpose of UI. Nevertheless, I realize that people are involved and we must and shall do our best to help them.

One particular group which feels it is a target for government expenditure reductions is women, and I would like to devote some time to try to allay their concerns.

Women should be entitled to the same opportunities and benefits as their male co-workers in the labour force.

Some of the UI changes may well affect women but they also affect men, and in terms of absolute numbers, more men than women will be affected. However, to the extent that the work patterns of women tend to be somewhat different from those of men, they may be more affected by the new entrant and re-entrant provision. Similarly, because a larger percentage of women tend to be employed in part-time work, they will be more affected by the minimum insurability provision than men. But we will compensate for the effects of these changes by increased and continued efforts to improve the status of women in the labour force.



I would like to clarify our aims with respect to women on employment training. It has been charged that recent changes in training allowance rates are an attempt to discourage women from taking training. This reveals a misunderstanding of the purpose of the allowance, which is not to provide a training incentive. Rather, it is intended to remove financial barriers to training. What we are saying now is that any person, male or female, living with a fully-employed parent or spouse should continue as a dependent during training. The basic allowance provided to such people is only intended to offset additional costs, such as transportation, incurred in training.

We will monitor very carefully both the number of women in training and the quality of their training experience to make sure the program becomes even more effective in serving women's employment needs. I can assure this House that we will quickly take any steps needed to achieve this aim.

Over the years, female participation in training programs has increased substantially, to the point where about one-third of the trainees are women. We are, however, not satisfied that women are receiving the types of training that can best improve their opportunities for employment. Too much of the training taken by women is still concentrated in the traditionally female occupations and academic upgrading courses. We want to redress this imbalance to ensure that training leads many more women into satisfactory employment.



The main thrust of recent policy developments in the training program is to improve effectiveness by linking training more directly with skill needs and job opportunities in the labour market. This will benefit all clients -- both men and women -- who look to training as a way to enhance their employment prospects. And we are taking special steps to ensure that women share equally in these opportunities by reserving places for them in those skill courses in which women have been under-represented.

We believe that the Industrial Training Program, which offers trainees the opportunity to gain work experience as they learn skills directly relevant to the employer's requirements is particularly valuable for assisting women to enter non-traditional, better-paid occupations. Accordingly, we are placing special emphasis on increasing female participation by setting targets for women.

But this cannot be done by governments alone it must be done through the concerted efforts of employers, unions... and women themselves. I emphasize "women themselves" because it is they who will provide the impetus, when all is said and done, to bring about the needed improvement in their own status. As full members of the labour force, they must demonstrate the ambition that will justify their promotion to a fair share of the top jobs in the future. They must not hang back from competing for the jobs that were once considered those of men alone.



I would also like to clarify a misconception which appears to exist in the House and elsewhere. Specifically, it has been claimed that women have been dropped as a target group in all our various employment programs. This is not so. In our small Outreach Program, however, we decided last year that priority must be given to a number of specific categories of severely disadvantaged and chronically unemployed workers. Severely disadvantaged female workers are certainly included. But women can in no way be considered severely disadvantaged just because they are women. The directive for the Outreach Program established priorities for:

1. Isolated or remote communities;
2. Native people;
3. The chronically unemployed, such as welfare recipients;
4. The mentally or physically handicapped; and
5. Persons who find great difficulty in entering or re-entering the labour force, such as ex-inmates, alcoholics, etc...

Earlier, last week, the Supreme Court handed down an important decision relating to UI and women. I refer to the case of Stella Bliss. Notwithstanding that the Supreme Court has ruled in favour of the Government in this case, I have directed a thorough and sympathetic review of the maternity provisions of the UI Act. When that review is completed, I shall be recommending changes to the Cabinet. Because the review will take time, such changes would be the subject of a future Bill. My only regret is that it is not possible to include these changes in the Bill before the House today.



I have heard arguments that rather than amending the Act, all we need to do is to tighten up our administration and get rid of the cheaters. This is simplistic and I must emphasize strongly, that stricter administrative controls are no substitute for the package of amendments we are presenting in this Bill. We have introduced additional controls and are planning to put others in place.

I want to close on one important note. We in the House represent the people of Canada. That is our function.

We must ask ourselves what it is that the Canadian people expect from their Unemployment Insurance program. Do they want it to be tightly-administered, with a firm but fair hand? Do they want it to be free from work disincentives? Do they want it to do the job it was designed to do -- provide temporary financial help to Canadians who are between jobs?

I know the answer to all those questions is "Yes". I know it from a continuing series of studies which the Unemployment Insurance program has commissioned over the last year. These nation-wide studies have told me Canadians strongly support the directions I am proposing.

The views they express have hardly changed at all from the first study, in September 1977, to the latest, in September 1978 -- after I announced the changes to the UI program.



I tabled the detailed findings of the first three studies with the Standing Committee on Labour, Manpower and Immigration earlier this year and I am prepared to do the same with the latest.

Whenever the Government moves to tighten its administration of a major social program such as this, criticism is to be expected. Informed criticism which is sensitive to the views of Canadians is the lifeblood of Parliament. We welcome this sort of constructive comment.

But in considering this Bill, I ask the House to consider not only my words and the Government's reasons for amending the Unemployment Insurance Act. I ask this House to listen to the Canadian people. From the evidence before me, the measures we have proposed are administratively sound and equitable both to those who pay premiums and to those who receive benefits.

And they will, to an important degree, permit the Government to re-allocate funds to more positive uses.

I know Canadians will approve.









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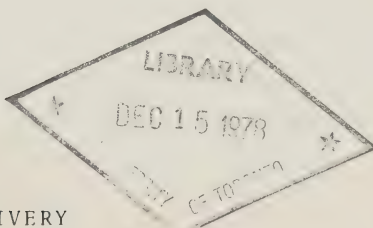
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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF EMPLOYMENT AND IMMIGRATION  
MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON  
TO THE  
INDUSTRIAL RELATIONS MANAGEMENT ASSOCIATION  
(IRMA) OF BRITISH COLUMBIA  
NOVEMBER 23, 1978



CHECK AGAINST DELIVERY







I am glad to have this opportunity to return to the West Coast and bring you the message that you still can't read in your daily newspapers in this part of the country -- that your federal government is alive and well, and working hard to build a brighter future for all Canadians.

The temporary absence of the newspapers in this region might be thought by some to be the answer to a politician's prayer. Who hasn't wished, at times, that the editorial writers and the columnists and the cartoonists would take a long holiday and sort out their thinking? But in fact, of course, we know as politicians that we need the press to report the good news as well as the bad, and keep us on our toes with those editorial pin-pricks that sometimes upset us, and even occasionally bring us joy. I hope therefore that the work stoppage in the newspaper industry here will soon be ended -- even if not in time to carry some of the good news I bring with me today.

Just a couple of months ago your association provided a platform for one of my senior colleagues in the Canada Employment and Immigration Commission, Mr. W.E. McBride, to outline some of the new services the commission is offering to employers in this area. It is now my turn to follow up on his remarks, and I would like to deal more generally with three topics of prime interest -- the economy, unemployment insurance, and the opportunities for employment created by the proposed construction of the Northern Pipeline.



Let me start by saying, as I will tomorrow to the members of the Men's Canadian Club, that the state of the economy is neither as bad as our critics would have you believe, nor as good as we, the Government, might wish. We are still a long way from solving the nation's three big and worrying problems -- continuing high unemployment, price inflation, and the challenge to our national unity posed by the separatist government of Quebec. But we are making progress on all fronts, and I think it is fair to say that the outlook for the year ahead is a bright one.

Last week in the House of Commons my colleague Jean Chretien delivered a budget that both recognized the problems and attempted to deal with them in a realistic way. The budget included some tax cuts, along with a series of new measures to spur investment and encourage greater research and development efforts to keep us competitive in our foreign markets.

The Minister of Finance had some good news about the economy, and some concerns to express as well. Employment, for example, has been rising strongly. In October, 362,000 more Canadians had jobs than a year earlier. A larger proportion of Canadians is working now than ever before in our history. Yet unemployment is still too high.

The increase in the gross national product in current dollars is likely to be close to 11 per cent this year. But prices have risen faster, and output has gone up less than had been forecast.



In addition, as you know, we have come through a period of great disturbance in international financial markets. Both the United States dollar and the Canadian dollar have come under severe downward pressure -- which of course is good news for our exporters, but at the same time increases the cost of our imports.

Nevertheless the outlook is good. As Mr. Chretien put it, with the considerable help of the Government's anti-inflation program, "we have been getting the fundamentals right, and laying the basis for sustained growth in the 1980s."

Thanks in large part to the lower value of the dollar, we are now looking to a record trade surplus this year of close to \$4 billion.

I don't need to go over the budget news in any detail -- you will all have made your own analysis of how the changes affect you. I would like, however, to say a word about one feature that comes under my responsibility as Minister of Employment -- the new, lower rates for unemployment insurance premiums, effective January 1, 1979.

You are probably aware that under the Unemployment Insurance Act, the Canada Employment and Immigration Commission is required to set premium rates each year, based on the state of the UI account. The object is to maintain year-to-year rate stability, and avoid excessive cumulative surpluses or deficits.



The premium account, I am happy to say, is in good shape despite the heavy commitments we have to pay benefits to those who are temporarily unemployed. It showed a cumulative surplus of \$414 million at the end of 1977, and is expected to show a larger cumulative surplus at the end of this year.

We have decided, therefore, to reduce premiums for 1979 for both employers and employees. The rate for employees will decline from \$1.50 per \$100 of insurable earnings to \$1.35. The employer rate will be reduced from \$2.10 to \$1.89. The effect will be to increase take-home pay and reduce costs to employers by about \$300 million next year.

Taken along with indexed reductions in income tax and a doubling of the employment expense deduction, this will reduce the government's tax bite next year by about \$2 billion in all. And with stringent economies in government spending, we still expect to reduce the size of the deficit next year as well.

So we are moving ahead, and as I said, the future is bright.

Now I would like to turn for a few moments to one of the biggest and brightest opportunities on our economic horizon -- the construction of the Northern Pipeline.

This huge development will be the largest privately-financed project in Canadian history. It will have a direct effect on the economies of British Columbia, the Yukon, Alberta and Saskatchewan, and more indirect effect on the rest of the country through the revenues it will bring to the national treasury



The Canadian company that will build it -- Foothills Pipe Lines (Yukon) Limited, with its five regional subsidiaries -- now estimates that more than 7,300 workers will be directly employed on site at the peak of construction. If a decision is made to pre-build southern parts of the line, the numbers employed will be distributed more evenly over the whole construction period.

It won't be an easy task. The pipeline crews will have to face harsh Northern weather, dust, isolation, boredom, hard physical labor and the stress of a fast production line.

I mention these facts because many of those who expect to get jobs on the pipeline may not be aware of the special skills needed. I don't want to build false hopes. Publicity about the pipeline may have produced unrealistic expectations of the job opportunities it will provide.

Nevertheless there will be plenty of work available in the manufacturing sector as well when the big job goes ahead. Companies throughout Canada which will provide the services and manufactured goods needed by Foothills during the construction and operation of the pipeline will have to hire more workers. All told, the project will generate about 100,000 man-years of employment during the five to seven years that the benefits take to spread through the economy.

There is no question that the project will benefit the Canadian economy tremendously. Foothills' construction expenditures, which total about \$4.3 billion, are expected to increase our gross national product by one-half of one per cent each year from 1980 to 1982.



The increased demand for manufactured goods, such as prefabricated buildings and steel pipe, should add to the confidence of Canadian businesses, demonstrate their ability to meet the energy industry's need for sophisticated technology, and enhance their capacity to compete on the international market. During pipeline construction, many manufacturing firms will be able to earn greater profits, to invest in new plants and equipment and to hire more workers to satisfy higher production demands.

The national economy will benefit from the operation of the pipeline as well.

From 1980 to the year 2005, Canada will receive about \$500 million each year for its balance of payments account. Most of this will go to local, provincial and federal governments in the form of tax revenues. Land taxes on the right-of-way alone are expected to exceed \$30 million each year.

The three Western provinces will each receive a share of sales and property taxes, as well as both personal and corporate income taxes. In the Yukon, over the next 25 years, tax payments alone are estimated at more than \$1 billion, an amount equivalent to \$40,000 for every man, woman and child now living in the territory.

Turning back for a moment to the employment aspects of the pipeline contract, the Federal Government is already laying the groundwork to ensure that adequate manpower is available in the right places to get on with the job.



We have put up posters in Canada Employment Centres across the country to warn that this is not another Yukon gold rush. Workers are urged to check with manpower counselors before moving to construction sites.

Workers who are permanent residents of the areas along the pipeline route will be given hiring preference. Training will be available for those who don't have the necessary skills. Special efforts are being made to ensure that native people and women share in both the training and job opportunities. In British Columbia, residents of the northeastern and southern sections of the province near the pipeline will be able to take advantage of available jobs.

We are also preparing a brochure with the help of Foothills, the pipeline contractors and the pipeline construction unions to direct those with appropriate skills into pipeline employment, and to channel those without suitable skills into other industries. This is only one example of the kind of co-operation that government officials have received from the company, the contractors and the unions.

The Northern Pipeline Act, which was proclaimed by Parliament last April, set up the Northern Pipeline Agency to expedite pipeline planning and construction under terms of the Canada-U.S. agreement to go ahead with the job. Under the act, the company is required to submit detailed plans for its manpower requirements.



After these plans -- which will set out the qualifications required, recruiting methods to be used, training to be provided, and so on -- are submitted to the government, they will be reviewed by my department and the Northern Pipeline Agency. When they are approved, they will be made binding on the company, its subsidiaries, contractors and sub-contractors. This sort of advanced manpower planning is essential to guarantee enough lead time for recruiting, training and developing the required labor force, and to make sure that pipeline jobs are given to Canadians.

Advanced manpower planning in the construction and manufacturing sectors is essential to guarantee enough lead time for recruiting, training and developing the required labor force and to make sure that pipeline jobs are given to Canadians. Still another necessity is a manpower delivery system to ensure that employers get qualified workers when and where required.

The Northern Pipeline Agency has appointed James Ovens as Manager of Manpower Delivery. He is also the National Director of Northern Pipeline Employment for the CEIC and is based in the Calgary offices of the agency. His office will handle all matters relating to pipeline employment and manpower.

Mr. Ovens has been consulting with representatives of Foothills, provincial and territorial governments, unions, contractors, native and community groups to make sure the manpower delivery system that is being developed meets their needs.



The federal government wants the pipeline built as easily and efficiently as possible -- on time and on budget. However, the government is also committed to maximizing the social and economic benefits to Canada, and making sure that available jobs go to Canadians.

My purpose in these remarks was to paint a realistic picture of what Canadians can expect from the pipeline project. It will not create a promised land for unskilled labor. But it does promise thousands of jobs for qualified workers, and prosperity for scores of Canadian companies.

The government will be doing all it can to make the project a success.

Thank you.









Minister  
Employment and Immigration

Ministre  
Emploi et Immigration

For Release

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FEDERAL PROVINCIAL CONFERENCE  
OF FIRST MINISTERS  
ON THE ECONOMY

LABOUR AND EMPLOYMENT ISSUES

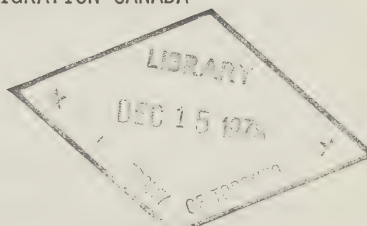
NOTES FOR AN ADDRESS

BY THE

HONOURABLE BUD CULLEN

MINISTER

EMPLOYMENT AND IMMIGRATION CANADA



OTTAWA

NOVEMBER 27-29, 1978







## Agenda Item 1(b): Labour Market and Employment Issues

### 1. Recent Labour Market Initiatives

Since the last First Ministers' Conference, a number of major steps have been taken to improve the working of the labour market and to enhance opportunities for employment particularly among young people and in those areas where finding a job is most difficult.

The passing of Bill C-27 provided the basis for using Unemployment Insurance funds in an imaginative and productive way and, in accordance with commitments made at the First Ministers' Conference, we have pursued this approach with considerable vigour.

Specifically, I would mention:

- (i) the use of UI funds to finance institutional training programs is now fully implemented;
- (ii) the 22 work sharing agreements, 15 of which have been completed; (The evaluation of the program is well underway and we will be discussing our findings with you as they become available.)
- (iii) discussions with the provinces on an experimental approach of merging the UI with Direct Job Creation; (We look forward to the implementation of one significant experimental project in each province in the coming year.)



- (iv) provision for the linkage of UI with the Job Experience Training Program which will be carried out on a significant scale in the coming year;
- (v) we further agreed at the First Ministers' Conference that immediate and high priority would be given to strengthening manpower training programs and placement programs.

I am pleased to be able to report that the Canada Employment and Immigration Commission has made considerable progress both with respect to these commitments and the recommendations of the 23 Sectoral Task Forces which were also established pursuant to the conference.

I would like to single out a few of the more important programs and the progress we have made.

- (i) We have now signed training agreements with nine provinces. These will form the framework within which we will concentrate our training programs more directly and effectively on the meeting of critical skill shortages.
- (ii) In strengthening its placement services, the CEIC is giving high priority to establishing a computerized National Job Bank to link major Canada Employment Centres in order to better match the labour demand and supply.



- (iii) The computerized career information system (CHOICES) which allows the Commission's clients to explore comprehensive, up-to-date occupational data is being expanded with implementation planned for 50 main centres across Canada in 1979-80. The Commission also plans to make CHOICES available to provinces for use in the school system.

You will be aware of the new, expanded and reoriented Employment Strategy for 1979-80. The main features can be summarized as follows:

- (i) streamlined Employment Tax Credit Program, to lower the cost of labour for new jobs;
- (ii) expanded industrial training program, including a specific element to help employers overcome critical trade skill shortages;
- (iii) expanded Job Experience Training program, to encourage employers to provide a "first job" to school leavers;
- (iv) expanded youth employment programs, to supplement the preceding;
- (v) expanded programs for disadvantaged communities and people, to foster self-initiative through the new Local Economic Development Assistance and the Local Employment Assistance programs;



- (vi) continued Economic Growth component of the Canada Works direct job creation program, to foster regional/local development opportunities; and community-based Canada Works program, more focussed on reducing the impact in communities hardest hit by unemployment;
- (vii) in addition, the Employment Strategy provides for new measures to deal with industrial change and development, including portable wage subsidies, and a more strategically directed mobility assistance program.

In all, the strategy is budgeted at \$710 million in 1979-80, to create 113,000 work or training years, involving some 368,000 people. The \$710 million will consist of \$570 million in cash expenditures, \$100 million in foregone tax revenue, and \$40 million in Unemployment Insurance funds used for Job Experience Training.

I would like to make a special plea to the provincial authorities to lend their full support in making the Employment Strategy a success. In particular, I would seek their co-operation in ensuring the maximum take-up of the Employment Tax Credit and the Job Experience Training programs. Provincial departments can add immeasurably to the success of these programs by contacting employers, explaining the programs, and seeking full employer co-operation. In addition, it will be important for the provinces to exempt UI-financed JET projects from their minimum wage rules, or the success of this program may be put in jeopardy.



Bearing in mind the desirability of having a balanced Employment Strategy which is sufficiently flexible to meet the needs of different provinces and to help mitigate the impact of expenditure restraint on the areas of highest unemployment, I put forward to my provincial counterparts at our October meeting the suggestion that we concentrate Canada Works projects even more than in the past in the highest unemployment areas.

I was pleased at the positive reaction of provincial ministers to this approach and I would hope that it will receive the support of first ministers at this conference.

Specifically, I am proposing that we change the method of allocating Canada Works funds. In essence, the proposals would involve a re-direction of funds from areas of low unemployment to areas of high unemployment through the use of, among other things, a higher labour surplus trigger.

In order to ensure that the areas of high native unemployment are fully protected, even when they occur in areas of generally low unemployment, a proportion of funds for natives consistent with their past share would be set aside before the general allocation of Canada Works funds.

I would not want to complete this account of our recent efforts to improve the operation of the labour market without a mention of the recent UI amendments.

In selecting the particular UI amendments which I introduced in Parliament, I was very conscious of the many representations I had received from all across the country and from a wide variety of groups and individuals about the negative effects of UI on the labour market.



I therefore deliberately set out to select those amendments which would achieve the most by way of decreasing disincentives to work and creating more stable patterns of work in our labour market.

After my September announcement, there were many expressions of concern on the formulation of some of the specific proposals I had made. I was particularly sensitive to the importance of the points made by representatives of the highest unemployment areas. The original formulation of some of the amendments might have had an undesirably severe impact in those areas. I therefore undertook to modify the design characteristics of the higher entrance requirements for new entrants and repeaters and to exempt entirely the highest unemployment areas from the application of the repeater provision.

I am also aware that concern has been expressed that the proposed amendments are discriminating against women. I want to take this opportunity of stressing that this is not the case. In proportional terms, the overall percentage dollar impact on men and women is almost identical: 19.8% for men and 20.1% for women. I might add in this general connection that some of the alternative amendments, which have been put forward as substitutes for our proposals (e.g. the lower benefit rate for claimants without dependents) would have a greater proportional effect on women than on men.

I am convinced that the vast majority of Canadians support the rationale and philosophy underlying the Unemployment Insurance amendments and would agree it would be preferable to allocate the resources to more positive purposes particularly to the creation of additional employment opportunities.



## 2. Long Term Labour Market Issues

I should now like to turn to some of the longer term labour market issues.

The federal responsibility for labour market programs and policies is directly related to its responsibility for the management of the national economy, its constitutional responsibility to maintain inter-regional co-operation and linkages as well as its obligation to meet international commitments. Under the constitution, the federal government of course has complete responsibility for Unemployment Insurance, although we fully appreciate its interconnection with provincial welfare systems.

The provincial role in the management of the labour market is, of course, well established in the area of education, certification, the regulation of hours and conditions of work and collective agreements. The federal government has responsibility for such matters when they fall in areas of federal jurisdiction.

We have long-established traditions of federal/provincial consultations and co-operation which have yielded valuable results. Two recent examples are the discussions which have led to the signing of training and immigration agreements with provinces. The process of consultation and co-operation must be seen as a two-way street if it is to be mutually satisfactory.

From a federal point of view, we feel it is essential that provinces consult with the federal government on those provincial programs which impact on federal programs and areas of responsibility.



With these thoughts in mind, I would like to propose that over the coming months we examine a number of critical issues and projects where we could achieve more concerted and effective efforts.

To put this in a more concrete form, the background paper poses twelve questions which in my view deserve serious joint consideration in the months ahead.

The sorts of topics contained in these questions include:

- (i) Can we arrive at a better delineation of relative roles and specializations for the federal and provincial governments in the labour market area?
- (ii) How far can we co-operate in reducing youth unemployment, meeting the problems of workers with special needs and implementing affirmative action programs?
- (iii) How can we achieve a more effective and co-operative approach to developing better labour market information, improved skill training strategies and improved worker mobility?
- (iv) What are the possibilities for umbrella agreements covering a number of program areas and enabling the funding of a mix of programs tailored to the needs of particular areas?
- (v) Looking further ahead into the 1980's, how can the Unemployment Insurance program and other social security programs be harmonised more effectively and what should be the broad directions for immigration?



- (vi) Last, but by no means least, how can we set up the consultative and co-operative mechanisms needed to improve federal/provincial/private sector relationships in the labour market?

I look forward to hearing the reaction of provincial representatives to this review of labour market issues and to the particular topics I have suggested for further consideration. Moreover, I would appreciate receiving from the provinces areas which they think might also be profitably examined.









Minister  
Employment and Immigration

Ministre  
Emploi et Immigration

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NOTES FOR AN ADDRESS

BY

BUD CULLEN

MINISTER OF

EMPLOYMENT AND IMMIGRATION CANADA

TO THE

SOUTH OTTAWA KIWANIS CLUB

OTTAWA, ONTARIO

TUESDAY, JANUARY 16, 1979

12:30 p.m.

Please check against delivery









Good afternoon. I would like to thank your past president, Don MacLeod, for giving me this opportunity to speak to you. At a time when more and more people look to government for answers to their problems, it is refreshing for me to meet with people in groups like the Kiwanis who are concerned with what they can do for their community and their country.

I feel a close affinity with the work you do. I say this because in my job with Employment and Immigration I am mainly concerned with people who need assistance -- people needing jobs or unemployment insurance between jobs, or people from other parts of the world who want to come to Canada to live.

Today I would like to talk to you about the Immigration part of my responsibilities, more particularly our contribution towards relieving the suffering of refugees and how organizations such as yours can help in this endeavour.

Since the end of the Second World War, Canada has welcomed more than 350,000 displaced and persecuted people -- that's about one out of every ten immigrants. It's been a good record, but up until a few years ago it had not been a consistent one. In some years we accepted thousands of refugees, while in others only a few hundred were admitted. The wide variations from year to year were



the result of changes in world situations and the fact that there was no mention of refugees at all in our previous immigration legislation. We had to rely heavily on administrative and special ad hoc measures to offer protection and resettlement for refugees.

So, when the new Immigration Act and Regulations were drafted, they included a more planned approach to our refugee program. Now, for the first time, the law recognizes the special status of refugees by establishing a separate refugee class. It also confirms our international obligations to protect refugees within our borders, and it introduces a sponsorship program so that private groups and organizations can provide support and resettlement assistance for them. Before I explain how this sponsorship program can be made to work, I would like to address myself to the more immediate and urgent problem of the Indochinese refugees which was brought to the fore by the Hai Hong emergency last November when 2,500 refugees were stranded on the freighter off the coast of Malaysia with no place to go.

This particular situation demanded and received prompt action on Canada's part. In fact, the willingness of Canadians to help those in distress was clearly shown when we agreed to accept 600 of the refugees stranded onboard the Hai Hong. The response from community, voluntary and religious groups and individuals across the country was overwhelming. Right here in Ottawa, where some 50 of the Hai Hong refugees are settling, the



immigrant aid centres throughout the city were swamped with offers of assistance to provide everything from food and clothing to furniture and temporary accommodation.

But the Hai Hong is only a very small part of a much bigger problem which is rapidly growing in size and complexity. We know that there are presently two large ships anchored off the coasts of Hong Kong and Manila waiting for a global response to their continuing plight. Certainly, this is a world, as opposed to a Canadian, problem. If there was ever a time when the United Nations should play a leadership role in a problem which has reached global proportions, this is the time. There is a very heavy onus on the United Nations High Commissioner for Refugees to play a leading role, to set priorities and give us the global approach.

Since the Huey Fong and the Tung An anchored off Hong Kong and Manila late last month, Canada's principal objectives have been to ensure that those on board are allowed to land as expeditiously as possible and placed in transit camps where the main essentials of life -- water, food, sanitation and medical attention -- can be adequately provided. There must also be an assurance that refugees



on large boats do not automatically take precedence in the queue for resettlement over the tens of thousands now in temporary camps throughout the region, some of whom are living in even more difficult conditions than those on the ships.

Canada has been actively consulting with the UNHCR, the governments directly involved and other governments concerned on the "large boat" problem, with a view to developing common policies if possible.

To facilitate our goal of getting the refugees ashore, Canada is prepared, within the framework of our expanded intake of 5,000 Indochinese refugees in 1979, to offer to accept a reasonable number of refugees from land camps in the countries concerned on the condition that the refugees on board these two latter ships are allowed to land. We have been thinking in terms of 300 to 400 refugees from the camps in each country. I should mention that the Philippine authorities have publicly sought international assistance in dealing with the problem, specifically including Canada; Hong Kong has not as yet.

Canada continues to have great sympathy and understanding for the increasingly difficult burden shouldered by the immediate countries of refuge in South-East Asia. This factor above all led to our prompt response to the UNHCR's appeal to resettlement assistance immediately following the December consultations in Geneva.



While continuing to deplore the unscrupulous commercial exploitation involved in these activities, it should be emphasized once again that regardless of the circumstances of their departure from Vietnam, and the fact that they may have paid money to secure their exit, these people are genuine refugees. All available evidence suggests that they are fleeing their country because they are being systematically subjected to continuing, rigorous hardship and deprivation.

We thus believe strongly that whatever broad solution may be developed by the international community, it must not involve innocent people being kept on boats, as at present, to discourage the arrival of additional refugee ships.

Canada is urging the UNHCR to play its traditional leadership role in facilitating solutions to these problems, and in pressing governments capable of doing so to resettle refugees, thus easing the situation throughout the region. We are also making representations to other governments along these lines.

There will always be situations which demand fast action such as the Indochinese one, and although we cannot plan in advance for all possible emergencies, it is important to manage the volume of the immigration movement so it is in line with Canada's social, cultural, economic and population goals. So it is with refugees. By planning ahead, we can determine how many refugees we can



comfortably resettle in a given year. It is important that whatever numbers Canada allows, these refugees be selected according to their ability to adapt to Canadian life, taking into consideration the settlement assistance available to them from government and private sources. Some forward planning will not only allow the government to earmark the funds necessary to help refugees and their families get established in Canada, but will also allow the United Nations High Commissioner for Refugees, the provinces and voluntary agencies to allocate the necessary resources and made advance arrangements for refugee resettlement.

For this reason, we intend to propose an annual refugee intake. I shall be consulting the provinces, after which I hope to be able to announce an annual refugee resettlement plan which will then be an ongoing feature of our yearly assessment of the immigration flow.

The spontaneous help given to refugees by voluntary organizations such as yours will, of course, continue to be welcome. But now there is another even more comprehensive way for groups like yours to express their concern for refugees in concrete terms. I am talking about the refugee sponsorship program, another new aspect of refugee policy established by the new Immigration Act.



By participating in this program, Canadian groups and organizations such as yours can directly finance the admission and resettlement of particular refugees or refugee families, ensuring the admission of some who might not otherwise be accepted. Sponsoring groups will provide both immediate material assistance -- such as food, clothing and accommodation -- and longer-term moral support and resettlement assistance. The idea of the sponsorship program is to augment the federal resettlement program with private resources, not to replace it.

We're hoping that participation in the program by organizations and local groups will greatly boost the number of refugees who are able to come to Canada. Any refugees brought in under this sponsorship program will be over and above those admitted as part of the planned refugee program.

You'll be hearing more from me about refugee sponsorship in the very near future, because I'm now in the process of writing to the headquarters of all service clubs in Canada to encourage participation in the program. And, I have no doubt that many sponsors will come forward to offer their help.

Canada has traditionally been an active participant in efforts to solve refugee problems, and our record in recent years has been



internationally commended as excellent. This could not have been done without the active support and generosity demonstrated by all Canadians which was brought to the fore by the Hai Hong incident. This kind of active community support was summed up recently by Robbie O'Brien, a Frank Ryan Senior Elementary School student. In a letter to the editor of an Ottawa paper, Robbie wrote,

"As a grade 8 student, I am thoroughly pleased that Canada has agreed to accept many Vietnamese refugees. I know that it will set a good example for other countries. I think that running a voluntary, non-profit group that helps them find jobs and accommodation is a very worthy project. I am sure many Canadian residents will help to support these refugees."

I'm sure that Robbie's letter reflects the thoughts and feelings of most Canadians about refugees -- and about immigrants in general. By welcoming them as our neighbours we give them a new lease on life, a chance to begin again. But we get a lot in return. Immigrants create jobs, provide skills and become consumers of Canadian products - all of which contribute to a healthier Canadian economy. But perhaps their most important and lasting contribution is the richness and interest they add to our way of life.



A STATEMENT BY THE HON. BUD CULLEN  
RE: THE CASE OF IGNACIO MUNOZ

79-5

There have been, in recent days a number of comments and statements made concerning the case of Mr. Munoz, a Chilean citizen who is under order of deportation from Canada. I am concerned that a valid and effective procedure is being unfairly criticized and that Canada's excellent record in responding to the needs of refugees throughout the world is being tarnished by those who either do not understand the basis of our legislation or refuse to accept the fact that not all of those who claim refugee status are necessarily bona fide refugees. In order to ensure that Canada has a means to determine the legitimacy of all such claims, the Immigration Act specifies that the basic criteria to be met by the individual claiming such status is the United Nations Convention on Refugees.

The procedures set out in the Immigration Act are crucial to ensure that claims to refugee status are not set aside lightly, and to guard the integrity of the procedure against abuse by frivolous and non-genuine claims. Unfortunately, many people, in an effort to circumvent immigration rules, will claim to be refugees in the knowledge that by so doing they will be allowed to remain and work in Canada at least until their claim has been disposed of. This may take from four to six months. Moreover, often persons who come from countries which have repressive regimes do not themselves have a well-founded fear of persecution and have never been themselves persecuted. They do not therefore comply with the United Nations Convention on Refugees definition. There are, as well, large numbers of people who claim to be political refugees but who are in fact motivated primarily by economic factors, i.e. they wish to remain in Canada to improve their economic position.

Since April of 1978 the Refugee Status Advisory Committee has considered 639 claims. Of these 36.8% (235) were determined to be refugees. The claimants originated in 59 different countries with Chile being the largest single source country producing 251 claimants.

Canada has an almost unrivalled record in the acceptance of Chilean refugees and of political prisoners from that country. Canada has to date accepted 7000 refugees from Chile including some 130 taken from Chilean jails. Nevertheless, it has been almost five and a half years since the overthrow of the Allende government and while there continue to be genuine refugees from that country - it is also a fact that many of those who are now submitting claims do not have any genuine reason for being so considered.

Among the many claims from Chile is that of Mr. Munoz. I have concluded, after a careful personal review of the case, that he has been given every possible benefit of Canadian law during the exhaustive review of his case. While it is not my normal practice to reveal details of personal cases, I feel that it is now in the public interest and in the interests of all legitimate refugees to reveal all of the reasons why I am not convinced that Mr. Munoz' claim is genuine.



While the Refugee Status Advisory Committee is generally inclined to give claimants the benefit of doubt, there were several serious elements in the case of Mr. Munoz that reduced the credibility of his claim for refugee status.

For the first, Mr. Munoz, upon arrival at Toronto International Airport on July 24, 1977, did not claim refugee status but stated that he came to Canada as a tourist. Since the examining officers doubted his story, he was referred to a Special Inquiry at which he claimed to be a refugee. The Inquiry was adjourned and a Refugee Hearing was held on August 23. During the Hearing, at which he was represented by counsel, he was given the opportunity to state why he considered himself to be a refugee.

At the Hearing he admitted that he had lied about his marital status to the examining officers. He had claimed to be single when, in fact, he was married with three children. He stated twice during the Hearing that he had never been a member of any political party in Chile. He indicated that he had been detained twice and maltreated by Chilean authorities but when questioned could not or would not provide any details of the mistreatment. The officer who presided at the Hearing reported that Mr. Munoz was evasive and did not reply directly to crucial questions during the Hearing.

Mr. Munoz' refugee claim was assessed by the Refugee Status Advisory Committee on November 22, 1977. That Committee did not consider he was a refugee, as defined by the United Nations Convention, on the grounds that he had not provided sufficient evidence in support of his claim. The representative in Canada of the United Nations High Commissioner for Refugees participates in this Committee as an observer and he did not disagree with the decision.

Following the rejection of his claim by the Refugee Status Advisory Committee, his case was reviewed by the Special Review Committee on January 12, 1978, to determine if there was any compassionate or humanitarian reasons why Mr. Munoz should be allowed to remain in Canada. The Committee found none.

Mr. Munoz then availed himself of the opportunity within the law to apply to the Immigration Appeal Board for a redetermination of his refugee status. On March 21, 1978, the Immigration Appeal Board decided he did not fall within the definition. The Board therefore refused to allow the appeal to proceed and directed that the deportation order be effected as soon as practicable.

Following the dismissal of Mr. Munoz' appeal, his counsel submitted additional evidence which conflicted substantially in several respects to the previous evidence given under oath by Mr. Munoz. For example, the new evidence claimed that Mr. Munoz was a member of the Socialist Party of Chile and had been since 1968, that he had been detained not twice but five times. In addition, the new evidence went into detail about the extent to which Mr. Munoz had been subjected to torture.



This new and conflicting testimony, coming as it did after the case had been refused, only served to reinforce the view that Mr. Munoz' story could not be believed.

It is worthwhile to note that after the RSAC had refused to consider Mr. Munoz to be a refugee, his wife and three children entered Canada on January 22, 1978. Their claim to refugee status was also turned down on September 14, 1978, as it was completely dependent on the husband's claim.

It is clear to me that if Mr. Munoz now has problems with his Government, it could well be as a result of the recent statements made in his behalf. Clearly his own evidence as put on the record does not support his refugee claim.

Nevertheless, because of widespread concern that publicity about his case might cause him difficulty if he is deported to Chile, I have decided to stay deportation action indefinitely to enable him to find a third country willing to accept him and his family. It must be understood that I have no authority under the law to rescind a legal deportation order, and that Mr. Munoz must make every effort to find such a country. The UNHCR representative in Canada has offered his good offices to Mr. Munoz to assist him in his search.

Lastly, I must emphasize that my decision in this case should not be seen by others as a means to circumvent the provisions of Canadian law. I remain convinced that our system of refugee determination is one of the world's best and its integrity in the eyes of Canadians must be maintained.

February 19, 1979



NOTE RE: REFUGEE DETERMINATION PROCEDURES

The Refugee Status Advisory Committee is composed of 3 members who are senior public service officers and 3 members from the public who are prominent in Church, labour and community affairs. In addition, the Canadian Representative of the United Nations High Commissioner for Refugees or his delegate participate as observers.

The process concerning a refugee claim is as follows:

- (1) The Claimant, with counsel present if so desired, is interviewed by a Senior Immigration Officer who is instructed to be thorough and understanding;
- (2) A complete transcript of this interview is taken and sent to the claimant/counsel, who is allowed 2 to 3 weeks to make any corrections such as errors in translation or to add any pertinent points that may have been missed;
- (3) The transcript is then considered by the Refugee Status Advisory Committee which recommends on the claimant's status-under the UN Convention. This Committee has access to up-to-date information about refugee matters and the situation in the country from which a claimant comes;
- (4) This Committee's recommendation, if negative, is transmitted to the Special Review Committee composed of public servants which then examines the case on other grounds (such as compassionate and humanitarian), on which the claimant may be allowed to remain in Canada;
- (5) If the claim to refugee status is refused, and the Special Review Committee does not authorize special action, the ministerial decision on the refugee claim is then provided in writing to the claimant/counsel;
- (6) The Act and Regulations provide also for further appeal. An application in writing may be made to the Immigration Appeal Board for redetermination of Convention refugee claim;
- (7) Even if the Appeal Board refuses to hear the claim or renders a negative decision, the claimant may in certain cases still appeal to the Federal Court of Canada for reconsideration.



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Remarks by the

Honourable Bud Cullen

Minister of Employment and Immigration Canada

to the

*Montreal Board of Trade*

March 5, 1979

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I was asked to speak to you today about the Unemployment Insurance program. In the two and a half years that I have been Minister of this Department, it has become clear to me that few, if any, programs of Government create stronger or more vigorously expressed opinions. Speaking about Unemployment Insurance is always controversial. No one is neutral: people either love it or detest it. Some think it is the greatest bulwark we have against the economic hardship of unemployment -- others think it is a dreadful disincentive to seek and hold a job.

The views of labour groups are likely to be that the program is too restrictive and not generous enough. On the other hand, groups such as yours tend to feel the program is too generous and is undermining the work ethic. My provincial colleagues responsible for labour market issues tend to agree with some of the changes aimed at constraining the program. But those responsible for welfare programs express the reverse view.

In revising this legislation, it was our intention to find our way through the labyrinth of conflicting opinions and to devise a system that would reduce some of the work disincentives in the program. We also wanted to encourage workers to establish more stable work patterns and develop longer attachments to the active labour force.

The UI program is jointly financed by Government, employers and employees. For the Government, the program was very costly. The private sector share of the cost, financed by



premiums from employers and employees, was in a healthy state. The surplus on that account was close to \$700 million at the end of 1978. But the Government's contribution continued to increase steadily. In fact, in the estimates tabled recently, the federal contribution amounts to some \$2.2 billion.

The fact remains that this is basically an insurance scheme. People contribute to it and they draw benefits from it. And we are concerned with maintaining, to the greatest extent possible, the insurance concept. Unemployment Insurance is not welfare, nor is it the sole answer for those who face problems with income maintenance. It would be irresponsible to consider it otherwise.

That is why, when I went to Parliament with Bill C-14, I indicated that I had used a scalpel instead of an axe. There were selective changes to the program designed to save money, to reduce disincentives to work, and to minimize as much as possible the impact on individuals. The changes to the program, coupled with the significant redirection of our Employment Strategy, should therefore be considered as program improvements in themselves -- which will reduce the negative aspects of the program. The cost savings from the changes to the UI program will be applied to other more productive programs. These cutbacks were necessary and will result in a better, more balanced program than ever before. The new emphasis is on encouraging all Canadian workers to look for, accept, and remain at work.



There were six basic changes made by Bill C-14:

- 1) a reduction in the benefit level from 66-2/3% down to 60% of insurable earnings;
- 2) a redefinition of "minimum insurability" from dollars earned in a week to hours worked in a week;
- 3) a shift in the financing provisions in which the private sector would appropriately share further in the costs of the program;
- 4) a stiffer entrance requirement for people who join the labour force for the first time or who return after a considerable absence;
- 5) stiffer requirements for people who renew their claims;
- 6) a requirement for high-income recipients to repay a portion of UI benefits received.

Representations from many sources resulted in a further amendment. This increased the minimum fine for employers who deliberately give false information on insurable earnings or



insurable employment or reasons for separation from employment -- generally on the Record of Employment form. The minimum fine of \$25 was raised to \$200.

These changes to the UI program will result in a net program cost reduction of \$935 million in fiscal year 1980-81, when fully implemented and matured.

Naturally, a great deal of concern was expressed about those who will be prevented from establishing unemployment insurance claims because of the new amendments. I share those concerns. But I may point out that for new entrants to the labour market, it is far preferable, in my view, both socially and economically, that they be given meaningful work experience rather than just income maintenance. It is also preferable that those who are marginally attached to the labour force, either by choice or circumstance, be helped to become more substantially employed and, hopefully, not make unemployment insurance a way of life.

This is why the Government has moved on several fronts to provide more work for people who would otherwise be on unemployment insurance. The Employment Strategy in 1979-80 will have an impact of some \$710 million, creating an estimated 113,000 work years of employment and training for some 360,000 people. A further \$300 million



is available for economic development activities. This means over one billion dollars will be available next year to provide jobs for Canadians.

The number of work years of employment generated by the Strategy in 1979-80 will rise by close to 70% over the 78-79 level. Much of this increase in employment generation will be made possible by the use of Unemployment Insurance funds to create private sector jobs for youth. I was in Fredericton this morning signing the first job creation pilot project. One hundred UI-eligible claimants will be on the project for six months to a year, in the New Brunswick tourist industry. In 1979, the CEIC has budgeted \$5 millions in UI funds for pilot job creation projects. The New Brunswick tourism project is the first. Other pilot projects will test the effectiveness of using UI funds in this way. As you are probably aware, UI funds are already used developmentally to finance work sharing and occupational training programs.

Since 1977, under the work sharing program designed to prevent layoffs due to temporary production cutbacks, 20 agreements affecting over 2,300 workers have been signed. The program has prevented over 700 layoffs so far.



The Job Experience Training program, known as "JET", is designed to provide job experience for young people. The program provides employers with a subsidy to hire inexperienced young people 15 to 24. And response from employers has been excellent. At the end of January 22,429 young people had started their first jobs in factories, warehouses, hotels, and stores across Canada.

The JET program is tangible proof of successful business/government cooperation. Local Chambers of Commerce and Boards of Trade play an active role in promoting and, in some cases, providing administrative support for the program.

I am also pleased to report that the Employment Tax Credit Program, the other major wage subsidy program of the Commission, is also getting increasing support from employers. A total of 15,742 jobs have now been approved under this program, over 9,000 of them in Quebec. This is about 5,000 more than in any other province.

Interest in ETC has increased recently as a result of improvements made to the program. We extended the subsidy period, widened the choice of employees that could be hired and simplified the paper work involved. These and other similar work-related programs are a much better way to use limited funds than the simple payment of unemployment insurance benefits.



The 1980s are expected to be a period of considerable industrial and labour market adjustment. With this in mind, the Commission has placed increased priority on training programs with the flexibility to react to industry's changing needs. Our Employment Strategy, which I announced September 1, included more resources for training in and for industry, as well as a critical trade skills training initiative.

Our industrial training courses are now being expanded to help employers establish new or additional training courses for their workers. With the addition of Employment Strategy money, the ongoing Canada Manpower Industrial Training Program will be funded at \$97 million. With management and labour, the Commission will explore ways to increase the participation of the private sector in industrial training.

Federal funding for training at provincial institutions will also be increased, to \$460 million, and special attention will be given to developing highly-skilled workers. Greater support will be provided to cover classroom instruction for apprentices sponsored by employers under provincial programs and the Commission will investigate ways to encourage more young people to take up skilled trades.



In the past, to a significant degree, we met the demand for workers with highly developed trade skills through immigration. The critical trade skills training initiative, funded at \$20 million in 1979-80, is designed to train Canadians for occupations in which there are critical shortages of workers. It is expected to increase Canada's supply of highly skilled workers by 5,000 to 10,000 a year, by providing firms with extensive financial support, especially during the early (and most expensive) period of training.

The emphasis on long-term economic development has been accentuated by developments since my September announcement. At the first minister's conference on the economy in November, I announced that Canada Works funds for the next phase of the program would be shifted to parts of the country with the highest unemployment.

A further re-alignment in Canada Works funding, from that announced in the Employment Strategy, will take place in native communities. Canada Works funds formerly allocated to constituencies on the basis of native population will, in 1979-80, be delivered through the Local Employment Assistance Program. This recognizes that native communities need a long-term commitment to employment development. LEAP funds long-term projects for groups of the chronically unemployed.



The economic growth component of Canada Works supports activities proposed by federal departments and agencies to create continuing incremental employment in the private sector and activities contributing to increased economic growth.

An example of this, the Small Business Intern program, is operated by Industry, Trade and Commerce. We contribute funds to give subsidies to small business owners to hire recent graduates. The idea behind this program is that recent graduates can fill the gap between what the small employer can do for himself and the tasks recent graduates can do under supervision that would not otherwise be done.

The Economic Growth Component has also funded the installation of municipal services in Quebec and forest management projects in New Brunswick and Nova Scotia.

The purpose behind the changes to the Unemployment Insurance program was, as I have demonstrated, two-fold. The determination was that the program be realigned to meet today's economic and social needs and, in particular, contribute in a positive way to strengthening the labour market. When putting Bill C-14 through



the House, I heard arguments that rather than amending the Act, all we needed to do was tighten up our administration and get rid of the cheaters. I thought that this was rather simplistic. Stricter administrative controls are no substitute for the package of amendments we presented in this Bill. We have introduced additional controls and are planning to put others in place.

I believe the changes to the UI program will play their part in keeping the maximum number of Canadians employed instead of subsisting on unemployment benefits. The changes in the Employment Strategy will make the all-important task of job creation easier and more effective.

To keep our perspective, we must ask ourselves what it is that the Canadian people expect from their unemployment insurance program. Do they want it to be tightly administered, with a firm but fair hand? Do they want it to be as free as possible from work disincentives? Do they want it to do the job it was designed to do -- provide temporary financial help to Canadians who are between jobs?

I know the answer to all those questions is yes. A continuing series of nation-wide studies commissioned by the Unemployment



Insurance program over the last year tells us that Canadians strongly support the direction taken in Bill C-14.

As I indicated to Parliament, while these changes were necessary, further changes could be expected in the longer term. I propose to undertake a very fundamental review of the program's features and present alternatives to the public as quickly as possible for discussion purposes. I am considering producing a "green paper", in which the problems of the program and alternatives to these problems could be spelled out. For example, there are some strong suggestions that the program ought to be restructured to take account of family income. This kind of change would be so fundamental that it would have to be seriously discussed and considered before its implementation. If we decide to go ahead with a green paper, it could be the focal point for an informed debate on the kind of unemployment insurance program Canada ought to have for the 1980s. This, in my view, would involve not only our private sector partners, but also the general public and the provinces who have a vital interest in the program.

It will be very important in any study of the place of unemployment insurance in the 1980s to have the participation of the private sector. The mechanism of a green paper ensures that this is possible, but in the final analysis, it is you who must ensure that your views are expressed forcefully and constructively. Only in this way can we be assured of having a program that meets the social and economic needs of Canadians.



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Remarks by the  
Honourable Ron Atkey  
Minister of Employment and Immigration Canada  
to the  
Ninth Joint Conference of Advisory Councils  
Status of Women  
St. Andrews, N.B.  
Thursday, September 6, 1979

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While organizing my thoughts in preparation for this morning's address, I found it appropriate to put right up front the new government's fundamental commitment to the status of women. And I quote from a policy document issued last Spring: "This commitment is to a Canadian society where women and men have full and equal opportunity to realize their personal aspirations and to contribute to the building of their country".

That is, indeed, an important priority as far as I am concerned. And I especially appreciate this commitment because it makes it perfectly clear that the efforts now being made and intensified are unequivocally designed to improve the status of women in the work place. There is, in my eyes, no contradiction at all between the fight for justice for any group, linguistic, cultural or sexual, and the recognition of the rights of all groups, no matter how large or small. That is the truth, but of course we cannot assume that it is universally accepted.

It is certainly true that more women are joining the work force, and they are doing so because it is their right.

Canada has ratified international covenants which assert the basic human right of each individual to work regardless of sex. We have enshrined this right in the Canadian Human Rights Act.



I would like to emphasize that the present government fully realizes that women are in the labour force to stay. And if there is one thing we cannot, will not, do, is proceed on any assumption that women constitute a reserve labour force. What I am saying as strongly as I can, is that there is every reason to foresee a continuation of the trend of the recent past which has shown a constantly rising number of women joining the labour force. That is reality.

Once having recognized reality, the question is, what do we do about it? I am not going to try to tell you that the answer is easy because it isn't. But I do suggest that at least the first major step has to be the achievement of awareness and we have at least partially achieved that.

We believe the most effective single initiative open to the federal government is to provide leadership by example - to ensure that its own policies and practices offer a positive and effective model of equal opportunity for all employers.

We will not be a government that pays only lip service to the principle of equality in the work place, but we will take firm steps against any inequities that exist in all segments of the labour force.



However, as has been frequently pointed out by this very Council and by other groups, including a recent OECD report in a larger perspective, a quantitative change does not necessarily mean a change in quality. Just because more women have paid jobs it does not follow that the jobs they have are better in the sense of being either more fulfilling or more adequately paid. While it is true that more women are working in non-traditional occupations, there is still a very large degree of concentration of women in the job ghettos. According to recent Canadian statistics 62 per cent of occupations are in sales, clerical and service and women are still largely confined to these low paid dead-end jobs. This tendency towards occupational segregation is in a sense at the very heart of the difficulties that we are encountering in achieving any real measure of equality in the work place. Whether we are discussing sex role stereotyping, wage discrimination, or the fact that women are harder hit than men by unemployment, we come back to these basic facts.

What then, does government do? It cannot do everything, obviously. However, as one of your recent publications makes clear, the federal government has a vitally important dual role, starting with relations with its own employees. As the largest single employer in the country it has the direct responsibility to provide equal opportunities; and secondly, it has the responsibility to serve as an example to other employers.



This is true of the government as a whole, and it is especially true of a department such as mine, which is both extremely large and also, I hope, symbolically of considerable importance, given its own very particular relationship with the employers of Canada. I can assure you, therefore, that the CEIC intends to take very seriously its role, which must be to assume a major responsibility in the implementation of the strategies that the government will be adopting with regard to the improvement of the place of women within the federal Public Service.

The present government has only been in office for a short time and as a result many of the specifics of our own programs have yet to be worked out. But I shall tell you what I care about and how we intend to proceed, even in a climate where, to put it mildly, funds are tight and room for manoeuvre is limited.

As you know, my colleague, the Hon. David MacDonald is the Minister responsible for the Status of Women in general. Mr. MacDonald has spoken extensively on this subject, and he has also taken the initiative in developing an employment strategy for women in Canada, a strategy in the development of which the CEIC is now very actively involved. The two basic premises of that strategy are that women are in the labour force to stay and that they have the right to participate in economic activity on the same terms and conditions as do men.



The basic objectives of the employment strategy, given these premises, are, first to lower the female unemployment rate, second, to reduce job segregation with the ultimate aim of eliminating it all together and third, to lower the wage gap between men and women, again with the eventual aim of getting rid of it.

I hardly need to tell you that such a program is indeed an ambitious one. I hope you will appreciate that it will take time and I can assure you that we, for our part, appreciate that it will take a good deal of cooperation and coordination on the part of the various departments of government as well as business and industry.

It is hoped that greater training and education opportunities will prepare more women to compete for and carry out tasks that have traditionally been the stronghold of men. It is not a question of ousting men but of enabling more women to compete on an equal footing for senior positions in management and other fields.

The Canada Employment and Immigration Commission, since 1976, has had a specific yearly plan of action for women's employment with the primary objective of "promoting the development of labour market conditions in which the economic potential of women is fully tapped and to support women workers in their pursuit of economically valid and self-fulfilling employment."



Further, CEIC has developed the Affirmative Action Strategy and assumed responsibility for the Federal Contracts Program. Both have the same objectives: the promotion of Affirmative Action to the private sector and the provision of technical consultative services to those companies and unions requesting assistance. The Federal Contracts Program encompasses Crown corporations and all companies benefitting from federal contracts. Its target group is women. The Affirmative Action Strategy encompasses all private sector companies. Its target groups are women, Natives, the disabled and, with the approval of the Commission, other groups will be added on a provincial basis.

A study is currently underway to determine whether the interests of these programs would be best served by introduction of contract compliance legislation at the federal level. As a part of a National Plan of Action on Status of Women we will be reporting results to cabinet within several months.

The Unemployment Insurance Review that I announced on June 8 takes into account the increased participation rate of women as well as the increasing proportion of multi-earner families within Canada. In assessing these trends, I have asked a number of women's groups, including of course your own, to comment as to the impact of certain proposed changes relative to voluntary quits and a two-tiered structure of benefit rates. I can assure you that I shall do everything I can to ensure that, at the very least, there will be no discriminatory impact on women as a group



in any new legislation, which will be ready, hopefully, by the end of the calendar year. I realize, for example, that there is a real danger that, in penalizing those who leave their jobs voluntarily, we could in effect be discriminating against women who may, for example, leave jobs because of sexual harassment or to move elsewhere to be with their husbands. Here again, I shall do everything I can to ensure that such discrimination does not take place.

We are also pledged to restore the cuts made by the previous government in the Outreach programme, in order to ensure that proper employment counselling remains available to women in many different situations. I must tell you, however, that the money for the continuation of Outreach will have to come from other programs. We are, temporarily at least, severely limited in our operations. We must, in short, make the most efficient possible use of the limited number of dollars available for Outreach. In this connection, we are also developing a model for improved counselling services with the collaboration of the Coordinator for the Status of Women.

We are at present developing a policy on Household Service Workers and will consult with the Canadian Advisory Council as well as provincial governments and we are aiming at a final approval by late November of this year. This will go a long way towards allaying a number of concerns held by everyone involved.



Another issue being studied by us concerns orientation and language training for immigrant women. Our Commission and Secretary of State are developing a discussion paper, to make suggestions and recommendations on these issues.

In addition to these specific concerns, it is important to recognize that most women at some time experience labour market inequities. Some women, such as the disabled, Native and immigrant women experience double disadvantages.

What we do realize is that bandaids are not enough. Specific employment programs are needed. But we also need to work harder than ever to improve the whole climate within which women are working. And we realize as well that we need groups such as yours -- and especially yours -- to keep reminding us of what needs to be done, to keep on pushing and prodding. Of course this can be uncomfortable for a government, but it is the kind of discomfort we must have if we are to live up to our promises and if we are to do what must be done in a field as vital as that of women's rights. We may not be able to go as fast as we should; but we have to keep going in the right direction.



I would like to suggest to this group, including as it does representatives of the provincial advisory councils, that, while the Federal Government can and must show leadership at its own level, so too must the provincial governments of Canada. Clearly there is room here for a sort of competition among the provinces to show the way in improving the employment situation of women. There is certainly a great deal of scope for provinces to rise to the challenge in the fields of education, training and apprenticeship programs and labour standards, to name but a few. The message I would hope that you will carry back to your various provincial governments is that the Federal Government is now firming up its own plan of action, and we look forward to working as closely as possible with the provinces in the effort to bring justice to all Canadians in the field of employment.

Canada faces an enormous challenge in the 80's. As Jean Piggot stated some time ago "Planners looking at the resources needed to meet this incredible challenge are realizing that the most valuable untapped creative and management resource they have is womanpower".



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Remarks by the

Honourable Ron Atkey

Minister of Employment and Immigration Canada

to the

Annual Meeting of the Ontario Young Progressive Conservative Association

Delawana Inn, Honey Harbour, Ontario

Saturday, September 15, 1979



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I am here today, along with representatives of the province of Ontario, to speak to you about a situation -- youth unemployment -- of which a very large number of young Canadians have had some intimate knowledge over the past decade. With some 400,000 Canadians between the ages of 15 and 24 currently looking for a job, the odds are good that anyone in that age group who doesn't show up in the statistics is more than likely to have a friend or a relative who does. And all these young men and women are unemployed for a number of inter-related and reinforcing reasons.

The youth labour force grew rapidly during the late 1960s and through the 1970s for two basic reasons. First, there were more young people around, and secondly a larger proportion of those young people decided, for one reason or another, to join the labour market at an early age. Although it is true we are now experiencing the beginning of a decline in the teenage population, the problem -- or perhaps I should say the challenge -- is not going to go away in the 1980s. And it is a challenge rather than a problem because, regardless of the temporary difficulties that such a situation may cause government, the presence of a large population of young people eager and able to join the working force is surely a plus for any nation, and let us not forget that fact. In the next decade, as what has been called the baby boom generation moves through the system, there will be a marked increase in the number of young people between the ages of 20 and 24, which is precisely the age at which they are most likely to participate in the labour market. To the extent that they do really have the opportunity to participate, the benefits to our country are enormous. Equally enormous, however, is the cost of massive youth unemployment.



At the present time, total dollar costs run into the billions annually. This includes unemployment insurance payments, (which for youth alone were over \$1.5 billion in 1978) welfare payments (an estimated \$360 million in 1978) lost income tax revenue, idle productive resources and the cost of remedial employment programs.

Those costs are enormous; and yet in many ways, the social costs are even more significant. A person's work, or the lack of it, does, after all, exert a powerful influence in assigning to that person his or her place in society. When young people are unable, for a prolonged period of time, to take an active place in society, their values and their attitudes about themselves and that society are profoundly affected.

We are concerned right now, and very properly so, about the future of our country. But we had better understand one thing clearly. It is going to be very hard to convince a good many of our young people that the question is urgent or important to them if they find themselves being ignored by that very society which appeals to them to help it in its fight for survival.

A good many unemployed young men and women are naturally fed up by their situation. In their own eyes, they had the bad luck to be part of the baby boom; they have been trying to enter the labour force at a time of weak economic activity in Canada, and they have borne the brunt of employment cutback. Punk Rock, with the slogan "No Future -- No Hope" reflects the cynicism that affects many young people.



In the light of such a grim picture, you might well wonder why I accepted the job of Minister responsible for employment strategy and how I have survived my first few months in that position.

There are times I might ask myself the same question. But fundamentally, I am confident about the future. Despite some very serious problems, I believe there is hope. Certainly I know what we must do. We must do our best as a society to provide youth with opportunities because young people represent a vital part of the strength of this country -- a strength to be built upon to achieve Canada's full potential.

You may remember the Prime Minister's specific commitment to youth employment made in Peterborough midway through the last election campaign -- April 24 to be precise. Let there be no doubt. That commitment stands. We intend to create a climate in which young Canadians will be able to find jobs that are permanent, challenging and rewarding. We plan to realize that goal through a broad range of economic policies to be put into effect in cooperation with our major partners -- the provinces, organized labour and the Canadian business community. With them, we shall develop long-term policies and strategies that will reflect and promote the needs and aspirations of our youth.

In general terms, our policies favoring economic stimulus -- notably mortgage interest and property tax deductability proposals, together with regional, business and cultural development policies and our commitment to research and development, will help provide thousands of jobs to challenge the education, imagination and enthusiasm of Canadian youth.



And specifically, during October I shall be establishing in my own department a Youth Employment Secretariat which will have the task of developing a coherent federal youth employment policy by coordinating the mixture of youth employment programs now in place, thus ensuring the most effective use of our resources. The new Secretariat will make recommendations regarding changes in existing youth programs; and I assure you, I shall be listening carefully and ready to act.

Through our youth programs, we shall, among other things, provide tax incentives to the private sector to employ tens of thousands of additional young people -- a program, by the way, in which I must acknowledge our debt to the government of Ontario which took the initiative just a couple of years ago. We shall also provide training programs for 120,000 young men and women, and we shall be offering many additional thousands of young Canadians an opportunity to do work of lasting community or environmental benefit through our new National Youth Service Corps, which itself will utilize in at least some instances the expertise and experience of groups that may be already in operation.

Success with these initiatives is, of course, dependent on our ability to forge constructive partnerships with the provinces, the private sector and non-governmental organizations in general. We are pursuing such partnerships as priority undertakings.



Federal/provincial co-operation is essential if we are to tackle the fundamental problem of the mismatch between unemployed people and available jobs. It makes no sense whatsoever that Canada's industrial sector is afflicted by a critical shortage of skilled labour - a key factor in limiting plant capacity - when we have thousands of young people available.

We are working with the provinces and the private sector to provide Canadian youth with the skills that will be in critical demand in the much more competitive world of the 1980s. To the extent we succeed this will allow us to lessen our reliance on immigration to meet the need for highly skilled blue collar workers. In all frankness, there is still a long distance to go. But progress has been made. For example, we are also now in the process of working out arrangements with individual industries and the provinces to increase the number of young Canadians and others who can get training in trade skills that are now in short supply in this country.

These programs represent a start. I hope we can go further because the air of confrontation and competition that has too often existed between the two orders of government must be overcome in a question as crucial as that of employment strategy, especially as it concerns the young.



I am confident that private sector employers and non-government organizations will provide the jobs that will challenge young people and provide them with that invaluable first job experience.

My high expectations extend to young Canadian men and women themselves. I am confident that they will, when employed on a tax incentive program for employees demonstrate their interest and willingness to work and to learn and thereby make themselves indispensable, so that what began as a government-subsidized job will continue as a result of their efforts and talents. I firmly believe that other young men and women will make significant contributions to voluntary organizations and their communities, through the National Youth Service Corps.

I am also optimistic about the entrepreneurial talents of Canadian youth and our government will encourage young people who have the necessary imagination, perseverance and inclination to start their own businesses. This will mean making sure that they have access to the financial backing available from federal lending institutions and creating the kind of atmosphere in which they will be encouraged to exercise their talents.

Youth is a time for experimentation. There is no reason why that experimentation should not include business ventures, if they are sensibly planned. Starting a business is a risky step, but it is a step that can be taken more easily when you are young. The costs of starting a business when you're young are less - financially, emotionally and physically - than when you're older, working at a well-paid job, and have a mortgage and kids. And I dare to hope that our youth will be able to take advantage of the commitment of the new government in Ottawa to the creation of an economic climate where entrepreneurship will be encouraged and rewarded.



Not everyone, however, can be an entrepreneur. That is why it is important to target our programs and policies -- to ensure that we are providing the assistance to those who need it most and that the assistance we provide is appropriate to their needs. A fundamental principle of public intervention is that help goes to those who are most in need, who cannot make it on their own.

It is important to realize that the competitive position of young people in the labour market varies considerably in relation to such factors as place of residence, age and level of education or training. For example, teenagers are considerably more likely to be unemployed than 20-24 year olds. Residents of the Atlantic Provinces, Quebec and British Columbia are more likely to be unemployed than residents of other provinces. Where these factors reinforce one another, the effects are devastating; in Newfoundland, the unemployment rate for teenage youth has exceeded 35 per cent in some months. The rate of unemployment among native youth is even higher.

It is as a result of a combination of factors such as these that we find that a majority of our young unemployed Canadians come from a minority of our youth. Members of this group tend to be high-school dropouts who did not for one reason or another receive counselling while in school, who were unsuccessful at securing a first job, or who, if they were employed, were among the first to be laid off.

Both in their own interest as individuals, and in the interest of society as a whole we must do all that we can to tailor our efforts to meet the special needs of groups such as this who have special problems securing and keeping jobs.



If there is one thing we do not want to do, it is to create a new generation of unemployment insurance recipients. Our objective, on the contrary, must be to ensure that our young people of today and tomorrow have meaningful work experience. And I realize, as do you, that the first job can be all-important, which is why the development of attractive and worthwhile training programs is itself so vital.

There is one final aspect of this whole question of youth employment that I must discuss. We must all understand that, when it comes to youth, just as when it comes to older people, women constitute an ever more important part of our labour force. And that must now be seen by all of us as a normal phenomenon, not as one that is temporary. Women have the right to expect decent jobs, and they have the right to expect to be able to go far beyond the job ghettos to which they have all too often been confined. The days of sex-stereotyping may not have vanished completely, but they don't have much longer to stay. In our youth employment programs, we have to work on behalf of all young Canadians, regardless of region, culture or sex. I recognize that responsibility.

Of course the youth labour market is not our only area of difficulty either in my own department or in the economy as a whole. But we must face the fact that it is the setting for many of Canada's most critical employment-related problems. The solution to these problems will not, of itself, either ensure permanent economic prosperity or guarantee national unity among our citizens. But I am certain about at least two things. First, a failure to make a dramatic improvement in our youth employment situation will cost us dearly in both economic and national terms. Second, if we do succeed here, we'll have gone a good deal of



the way to dealing with the other issues. I recognize that too, and I assure you that I shall do everything in my power to act accordingly.





Minister  
Employment and Immigration

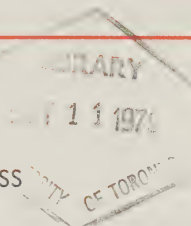
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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE RON ATKEY  
MINISTER OF EMPLOYMENT AND IMMIGRATION  
TO THE  
TORONTO ROTARY CLUB  
TORONTO, ONTARIO  
SEPTEMBER 28, 1979  
12:00 NOON

Check Against Delivery







Good afternoon:

I'd like to thank you for giving me this opportunity to speak to you today about a subject which has been on all of our minds for some time -- refugees, and in particular, the Indochinese refugees.

There are more than 14 million displaced and persecuted people scattered around the world today in what historians may well describe as the "century of refugees."

Since 1975, we have witnessed the flight of more than a million refugees from Indochina alone, in an exodus that threatens to become one of the largest forced migrations in the history of mankind.

Nations throughout the world have watched in horror as thousands of refugees set out across the South China Sea in small, unseaworthy boats in a desperate bid for freedom. On the journey, as many as half perish from starvation, exposure or drowning.

And many of those who do survive must suffer the nightmare of being robbed, raped and perhaps murdered by pirates hungry for their meagre wealth. If they escape such atrocities, until recently they faced the prospect of being turned back to sea by the countries they hoped would give them sanctuary. Fortunately, in recent months, these countries have been more willing to accept the burden of taking in the boat people. This shift in policy is due in large measure to the actions of countries, like Canada, which have shown their readiness to share the task.



Some, the fortunate, are allowed to land and are taken into one of the many makeshift camps that have sprung up all across Southeast Asia. Today, there are some 380,000 refugees in these camps. Waiting. Their waiting is stoic. Having survived hell on earth, life is its own gift. But the waiting has a purpose. They are waiting for a new beginning, a new home -- a new life.

While most of the people in the camps are "boat people", a large number, especially those in Thailand, are overland refugees. And for them, the journey to freedom has been equally perilous and fraught with danger.

For all of us who have been affected by the situation in Indochina -- and I don't know how anyone could not be -- the magnitude of the crisis is staggering. The root of the problem is, of course, the political oppression in Indochina which has made life intolerable for those who are fleeing. Many countries, including Canada, have brought what pressure they can to bear on the governments responsible for this mass exodus, but those governments are reluctant to admit any culpability or propose any practical solutions.

While the Vietnamese government resists being cast in the role of oppressor of its lost citizens -- most of whom are ethnic Chinese -- there is no doubt that officials of this government are confiscating the property and goods of those who are leaving the country.



We hear sometimes that the refugees don't have to leave. They can simply adapt to the new regime. But what is happening in Vietnam is more than an economic or social upheaval. It is out-and-out oppression of certain minorities, in particular the ethnic Chinese. For these people to be sent to the so-called "New Economic Zones" means facing poverty, famine and, all too often, eventual death. The very fact that they choose the risks of a small, overcrowded boat on the South China Sea is graphic proof that the penalty for staying is harsh indeed.

Many Western governments are working hard, in co-operation with the United Nations, to find solutions to this massive refugee problem. Canada, I'm proud to say, is at the forefront of those nations who have offered to resettle substantial numbers of these unfortunate people. In fact, since the fall of South Vietnam in 1975, Canada has welcomed almost 18,000 Indochinese refugees. And, as you know, we will be admitting up to 50,000 over a two-year period to the end of 1980 under the one-for-one sponsorship matching system I announced in July.

As you may recall, that announcement immediately preceded the United Nations Conference on Refugees, attended by my colleague,



the Honourable Flora MacDonald, the Secretary of State for External Affairs. Speaking to the delegates on behalf of Canada, Miss MacDonald said at that time -- and I quote -- "The international community rejects as an unconscionable violation of human rights the attempt to expel or otherwise eliminate any ethnic community or socio-economic group. Only if the countries of origin respond to these humane and just demands will it be possible for the problem to be solved rather than the symptoms merely alleviated."

The majority of the publicity regarding the current refugee crisis in Southeast Asia has been focussed on the boat people. But, as I said before, there is another equally urgent aspect to the situation.

At the present time, there are an estimated 180,000 refugees in Thailand -- most of whom fled over land from Laos and Cambodia. While the plight of the boat people has captured the headlines, the plight of those who have escaped over land is in many instances more perilous.



The total number of refugee arrivals in camps throughout Southeast Asia has far surpassed the absorptive capacity of concerned resettlement countries. The only Western nations which have taken appreciable numbers of refugees so far are the United States, France, Australia and Canada.

The United States is currently admitting an average of 14,000 Indochinese refugees each month. France, which has resettled 59,000 refugees to date and has pledged to take another 22,600 over the next year, absorbed some 8,000 in the last three months alone. Australia has promised to take in 14,000 refugees over the next 12 months in addition to the 23,000 they had accepted by June of this year.

Other countries have also opened their doors. Sweden is committed to resettling 1,200 this year and 600 next year. Norway will take in 3,000 individuals, and Argentina will admit 5,000. Britain has pledged to absorb another 10,000 refugees in addition to the 2,800 it has already welcomed. And China, too, has said it will resettle an additional 10,000 over and above the 200,000 received to date.

As I mentioned before, we will be opening Canada's doors to approximately 50,000 Indochinese refugees by the end of next year. As of last week, some 3,000 Canadian groups had applied to sponsor more than 17,000 refugees. Considering the government's policy of matching one-for-one, I think you'll agree that we won't have any trouble meeting our commitment.



All those refugees who have been sponsored by a private group will be given resettlement assistance by their sponsor during the first year they are in Canada. I understand that the Rotarians have formed half a dozen sponsorship groups here in the Toronto area and that quite a number of your members are very actively involved in the sponsorship process.

For those refugees who are not privately sponsored, help and resettlement assistance is given by Canada Employment Centres across the country.

There are those who criticize the government's policy of assisting refugees and offering them resettlement opportunities in Canada. Usually the arguments used by these critics are based on the false assumption that the Canadian economy cannot afford to absorb refugees. It has always surprised me that anyone should even attempt to use such arguments. There is not one of us here today who can look back more than a few generations before we find our own immigrant or refugee ancestors. Canada is a nation of immigrants and that is its very wealth and strength.

Refugees, like other immigrants to Canada, have come here to build new lives. We often read spectacular "success stories" about refugee families who have developed new careers in their adopted country within only a few years of arrival. The success stories are heart-warming and there are thousands of them.



Let me give you one example. The twelve members of the Huynh family arrived in Calgary late last November. By March of this year, our Calgary immigration office had closed the file on their resettlement. In five months, eight of the twelve family members were working and the other four were in school. Two of the children in school had part-time jobs. Their total family income had become \$40,000 per year. There is great pride in the voice of one of the Huynh sons when he says "we can depend on ourselves now." How great an achievement this economic independence is can be truly appreciated when one learns that Mr. Huynh and his family were among the 2500 refugees rescued from the infamous freighter, the Hai Hong, less than a year ago.

It is in the area of refugee resettlement that Canada has always been most active. Since World War II we have welcomed more than 350,000 displaced and persecuted people -- about one of every ten immigrants who have come to Canada.

Resettlement is a cornerstone of the sponsorship program introduced last year with the new Immigration Act. Under the sponsorship program, private groups and organizations can augment the assistance provided to refugees by the government.

Because the government has promised to bring in one refugee for every one privately sponsored, Canadian groups participating in the program can directly influence the number of refugees who are resettled in this country.



Sponsorship is a serious commitment. Sponsoring groups are expected to provide food, clothing, accommodation and most important of all -- moral support and orientation for refugee families for up to one year after their arrival.

It goes without saying that service clubs and churches have taken a leading role in refugee sponsorship. Many churches have signed umbrella sponsorship agreements with the federal government on behalf of their member groups. The Catholic Diocese of Montreal, the Christian Reformed Church of Canada, the Lutheran Church, the Presbyterian Church and the Mennonite Central Committee, to name just a few, have all entered into comprehensive sponsorship agreements that provide the legal framework for sponsorships undertaken by their local congregations.

As of September 21, the latest date for which we have figures, 3,122 individual sponsoring groups had been formed in communities across the country. Together, they have undertaken to sponsor a total of 17,147 refugees.

In Ontario, 1,635 groups are sponsoring over 9,049 refugees already, and the numbers are growing rapidly. Between January and mid-August of this year, 1,053 refugees had come to the metropolitan Toronto area. It is certain that many more will be starting new lives here in Toronto in the weeks and months to come.



I do not mind admitting to you that I am proud of the decisions taken by the present Government of Canada with regard to the refugees from the Southeast Asian countries. I am proud of the accomplishments of the men and women of my own department, the Canada Employment and Immigration Commission, to facilitate the entry into Canada of the refugees. And most especially, I am proud of the response of Canadians to this tremendous humanitarian challenge. Thousands and thousands of people, in all the provinces and territories, are taking an active part in helping the refugees, first of all to come here, and secondly to become integrated in a new, and for them difficult environment.

In the long run -- and in the not-so-long run -- these people will bring enormous benefits to our country. Of this I have no doubt. But this does not detract from the spirit of humanity that is being demonstrated by Canadians. We hear a good deal these days about the need for partnership between citizens and their governments. I believe we have a shining example of such a partnership for a specific purpose right here.



Much of the assistance that the refugees will need in these first months in Canada is material assistance. While the moral support and orientation to the refugees' new community are responsibilities of sponsoring groups, there may be some kind of resettlement help that these groups will be unable to provide.

To offer all Canadians an opportunity to assist the refugees as they become re-established here, the government has just recently created the Canadian Foundation for Refugees. This foundation is a non-profit corporation headed by two distinguished Canadians -- Paul-Emile Cardinal Léger and former Governor-General Roland Michener. Money donated to this charitable foundation may be used throughout the country, wherever there are refugees in need of resettlement help.

While this foundation will not be actively soliciting funds, I urge those of you who are here today to consider this very worthwhile charity.

We who were born in Canada, or have come here as immigrants by choice rather than necessity, may find it difficult to appreciate the enormous struggle the refugee faces in beginning life again in a strange culture. The Indochinese refugees have already lived through more pain and suffering than anyone in this room will probably ever have to endure. Many have lost not only all their earthly possessions, but, more tragically, their families.



But they have survived. They are a courageous, persevering people. A people who will greatly enrich this country and who, with our help, will, in time come to feel safe and comfortable in this new homeland ... Canada.







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NOTES FOR AN ADDRESS

BY

CANADA EMPLOYMENT AND IMMIGRATION MINISTER

RON ATKEY

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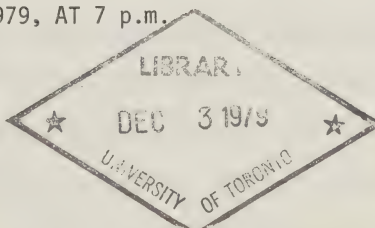
NATIONAL MEETING OF THE CANADIAN CONSULTATIVE

COUNCIL ON MULTICULTURALISM

WESTBURY HOTEL, TORONTO

NOVEMBER 17, 1979, AT 7 p.m.

Please check against delivery





I am delighted to have this opportunity to share some of my thoughts about immigration with delegates to this national multiculturalism conference, convened by my colleague Steve Paproski. Immigration, after all, has been mainly responsible for the evolution in Canada of a pluralistic society.

Canadian pluralism is reflected strongly in the composition of the Cabinet of which I am a member, and in the government's multiculturalism policy. Both are expressions of this government's wish to encourage Canadians to take pride in their roots and in their living traditions.

The fact of Canadian pluralism was recognized even before the passage of the new immigration legislation, which I am responsible for administering. The Special Joint Committee of Parliament on Immigration Policy, an all-party group which reported in 1975, noted that "Canada has become to a large extent a multi-cultural and multi-racial society."

When the legislation was under study in the House of Commons, and my party was then the official opposition, we worked hard to ensure that the principle of non-discrimination on the grounds of race, national or ethnic origin, colour, religion or sex was enshrined in the law. As a matter of fact, we were in favour of all the basic principles of Canada's



immigration policy being spelled out right in the Act. This was done and is a Canadian first in which, I feel, we can all take pride.

The new Act which became law last year, contains a number of other innovations. One major example is that Canada's international commitment to help and protect refugees and other persons with special humanitarian needs is now registered in domestic law for the first time.

Another first is that the role of the provinces in immigration -- always a shared jurisdiction under our constitution -- is now specifically recognized in immigration legislation. This means that I must consult annually with the provinces before announcing each year in Parliament the number of immigrants to be admitted during any given future time period. The Act also provides that formal federal-provincial immigration agreements may be concluded, either bilaterally or multilaterally. We have already signed individual agreements with six of the provinces and it is my hope that more will soon follow.



The first report to Parliament on immigration levels, made last year, called for the admission of 100,000 immigrants in the calendar year 1979. The second report, which I tabled on the first of November, announced a 1980 level of 120,000. This includes some 27,000 refugees from Indochina still remaining in the government's special commitment to accept 50,000 in 1979 and 1980 under a matching formula with private sponsors in Canada.

In making this announcement I felt it was important to note that other immigration will not cut back as a result of the Indochinese refugee program. Family and independent immigration will not be reduced in 1980, nor will the number of refugees from other parts of the world. The Indochinese program is special--much as was Canada's acceptance of some 38,000 Hungarian refugees in 1956 and 1957.

I'd also like to make it clear that the principle of family reunification--one of the principles of our immigration policy spelled out in the Act--will continue to govern the admission to Canada of close family members. That has been and will remain one of the cornerstones of our Canadian immigration policy--as indeed it is only natural that it should be in a society such as ours that is based on the recognition of the importance of family life.



We must also recognize however that there is a balance to achieve. It is vitally important for us as a country to make provision for independent immigrants who will directly help to strengthen the Canadian economy now and in the future--men and women who will meet the needs of the Canadian labour market for certain special kinds of skills in cases where Canadian workers are not available.

We do, of course, intend to widen the scope of our own training programs for Canadians. But it is now clear that in the foreseeable future we shall continue to need men and women from all over the world to fill the gaps in our own workforce.

Let me give you a rather striking example of that need. This last week I visited the four western provinces to consult with their cabinet ministers and officials who are involved, as I am, with employment programs. All those provinces told me that, unless action is soon taken, there will certainly be more or less severe shortages in skilled labour within the next few years.



And let me tell you about Alberta. In that province, they are not just talking about large projects. They have coined a new word: mega-project; and they have three of them on the boards right now. One is called the Alaska Highway Pipeline, another is Allsands, and the third is Cold Lake. But their names aren't important. What is important is the fact that among them, in the peak year of 1983, there is every prospect of a demand for almost 15,000 skilled workers to fill almost 15,000 new jobs. That is why we shall be needing more independent immigration, and that is why I intend to encourage it to the best of my ability during the next few years.

Furthermore, this part of the immigration movement is important too, because it helps Canadian industry avoid production bottlenecks. Bringing in one key worker from abroad can often result in the hiring of several Canadians--some of whom may eventually be able to move up to fill that particular position. Thus, careful employment-related immigration can be used to maintain and boost the Canadian economy.

A new balance in immigration is essential. But I want to reiterate that we remain committed to the principle of family reunification. Moreover, there is the possibility that as circumstances change we could be admitting more, rather than fewer immigrants over the next few years. And should that happen, I for one shall not be apologetic. For there is one thing all Canadians



must remember. If we have people entering this country, we also have people leaving it, to the tune of an estimated 75,000 each and every year.

This is one answer, though certainly not the only one, for those who denounce our relatively free immigration policies. If they wish the country to stagnate economically and socially, let them say so. I am convinced that the overwhelming majority of Canadians, regardless of their ethnic origin or place of birth, would not agree. In the past the social and economic strength of this country was built on immigration. This remains equally important for the future.

Since the government of which I am a member took office last June, a number of new immigration measures have been introduced, and I would like to share with you some of the new ground that has been broken.

Of course, most of the public attention has been focussed on our Indochinese refugee program. Shortly after we were elected to office, it became increasingly apparent that the plight of Southeast Asian refugees was becoming worse, and we had to move swiftly to re-evaluate the Canadian commitment in the light of these new developments in Indochina.



On July 18, after the Tokyo Summit and following consultations with provincial ministers, the government announced that up to 50,000 Indochinese refugees would be admitted to Canada by the end of 1980. It was also announced that these refugees would be brought in under a new matching formula whereby the government would admit one refugee for each one brought in by private sponsors. The idea was to give private organizations and individual Canadians an opportunity to become involved in a direct and personal way in this humanitarian program.

It is now clear that the government's faith in the generosity and goodwill of the Canadian people has not been misplaced. As of last week, more than 4,000 private groups had applied to sponsor some 23,000 refugees, making it now almost certain that our total commitment will be met well before the end of 1980.

Not everyone can be a sponsor, of course, and so to provide an opportunity for all those Canadians who want to become involved in helping refugees we have established the Canadian Refugee Foundation under the distinguished joint chairmanship of Emile Cardinal Léger and the Rt. Honourable Roland Michener. Financial contributions to this foundation will be used to help transport refugees to Canada and to assist in their resettlement.



Discussing this great outpouring of goodwill and support for refugees brings me to a point I would like to make about the "doom and gloom" predictions of a few people concerning this program.

It is time to dispel, once and for all, the myth that refugees and immigrants hurt our economy, or that they become charges on the public purse. Studies carried out by the Employment and Immigration Commission over the past ten years show that immigrants and refugees make major contributions to the Canadian economy soon after they arrive in Canada.

The facts show that newcomers who came to Canada as part of the four major refugee movements over the past eleven years--Czechoslovakians, Ugandan Asians, Chileans, and Indo-chinese--became economically self-sufficient in remarkably short order, and that they ploughed back their earnings into Canada's economy, purchasing the goods that every family needs, and thus starting a widespread "ripple" effect.

Although the Indochinese refugee program is the most visible immigration initiative, it is by no means the only important development over the past few months. In the interests of making the immigration program more open and responsive, I have taken a number of other steps.



On September 20, for example, I released the report of a study group which I appointed in late June to review the complaint mechanisms available to the travelling public at our major ports of entry. The major recommendations of this study group are already being implemented. Chief among them will be the presence of on-site officers at the Toronto International Airport as a pilot project, beginning early in the new year. If the project proves successful - as I hope it will - I will consider locating similar officers later at the Montreal and Vancouver airports. The role of these client relations officers, as we are calling them, will be to investigate, report on, and make recommendations with respect to complaints by the public about immigration procedures - and by immigration officers concerning alleged abuse by members of the public.

Another significant initiative is my agreement of September 18 with the Canadian Human Rights Commission, which establishes the principle that the Human Rights Commission, may, within the limitations of the law and subject to regulations now being jointly developed, investigate immigration-related complaints. Legitimate immigration enforcement activities will not be thwarted, nor will this agreement result in unwarranted delays. It will, however, help to make immigration procedures more open and keep them free of discrimination on the basis of race, religion, sex, ethnic or national origin.



I have also arranged that official manuals relating to immigration procedures be open to public inspection at each Canada Immigration Centre. As a result, anyone will be able to walk into one of these Centres and read the manuals. In addition, members of the public will be able to obtain up to ten photocopied pages free of charge. We are also looking into the possibility of selling copies of the manuals to the public.

A further step toward more open and responsive government came with the decision that unsuccessful claimants to Convention refugee status be given the reasons why they have been refused by the Refugee Status Advisory Committee. The practice up to now has been to communicate only the decision, not the reasons for it. This made it very difficult for anyone appealing to the Immigration Appeal Board to know the basis of the case against them,

All these new measures reflect our belief that people in Canada have a right to know and to be treated fairly. The freedom of information bill now before the House of Commons will, when passed into law, further improve the public's knowledge and perception of federal policies and programs, including, of course, the immigration program.



I hope the brief outline of new immigration initiatives that I have just given you will give you some idea of the direction I plan to take in working out immigration policies and practices. Any assessment of Canada's immigration policy--and decisions affecting its future course--must naturally flow from an informed public and a realistic appraisal of our national interest and international obligations. And, we all have to be aware of the type of country we are seeking to build for ourselves and our children.

Immigration has, of course, a key place in our history. Except for our native peoples, we are all immigrants or the descendents of immigrants. The story of the successive waves of newcomers to a New World is, in a sense, the story of Canada itself. In less than 400 years, a vast and nearly empty land--half of a huge continent--has, through migration and settlement, become a mature and developed society. Back in the 16th century immigration was promoted in relation to an already-thriving fishing industry off Newfoundland's coasts. Settlement on the banks of the lower St. Lawrence followed, as the former colonial powers, England and France, encouraged new settlers to exploit natural resources such as fur, fish and lumber, and to strengthen defence.



One of the most dramatic chapters in Canadian immigration history concerns the opening of the west following the building of the transcontinental railway, which itself required 15,000 Chinese immigrants for the rugged work of laying track through what was essentially an uncharted wilderness. This is one example, among a great many, of the kind of contribution made by newcomers to our country.

The peak period of immigration came just before the first world war, when Sir Clifford Sifton, then Minister of the Interior, issued his call for "stalwart peasants in sheepskin coats" from Germany, the Ukraine, and eastern Europe. The Canadian government's offer of free 160-acre farms to settlers was only the beginning of their story. The experienced and competent farmers who homesteaded the west and broke the plain with their ploughs faced hardships which we today tend to forget.



In every year between 1910 and 1913, immigration exceeded 200,000; it reached 400,000 in 1913. Not all these newcomers stayed in Canada; the ultimate goal for many was the U.S.A. But most did stay to build Manitoba, Saskatchewan, Alberta, and British Columbia. They came not only from Germany and the Ukraine, but from Poland, Russia, and the Scandanavian countries.

The next great wave of new arrivals came just after the second world war, first mainly from northern and western Europe, then from southern European countries such as Italy and Greece. Many of these newcomers had been displaced from their former homes in a war-torn continent. Who among us can ignore the contributions to Canada of the people who came from Holland and Czechoslovakia and Yugoslavia?

In the last decade and a half, the composition of immigration according to country of origin has been shifting. The Canadian mosaic has become even more diverse and pluralistic. Recent immigrants may not have to face the harsh realities of climate and the backbreaking labour which greeted the settlers who opened the west, but they have equally difficult challenges--a new economic background, a society vastly more complex than a century ago, an established culture, and often a new language.



I spoke a few minutes ago about the contributions of recent immigrants to the Canadian economy and to our society. This story is, to me, every bit as exciting as the story of the homesteaders who opened the vast reaches of the Prairies in our grandfathers' times. That is why I look at Canada's multiculturalism policy as one way of acknowledging and encouraging the efforts of all Canadians to build a better land for ourselves and our children.

Immigrants have enriched Canadian life beyond measure, and all Canadians have profited from the diversity of cultures and traditions brought here and preserved by succeeding groups of newcomers. In fact, the efforts and talents of immigrants have constructed Canadian society, and will continue to develop and enrich it. Our institutions, our cultural diversity, and our very character as a nation have all been formed and developed by immigrants.

These are some of the reasons why the federal government announced, through the Speech from the Throne, that we are going to amend the Immigration Act to enshrine our commitment to multiculturalism. We plan to put this commitment right up front in the legislation, where it belongs, among the basic objectives of Canadian immigration policy.



So, it is my intention to recommend to Parliament that, in addition to family reunification, refugee accommodation, the fostering of a strong economy, and the like, that the Immigration Act define Canadian immigration policy as one designed and administered to enrich and strengthen the cultural and social fabric of Canada, taking into account the multicultural character of Canada.

This important step will have great symbolic and practical value in proclaiming, with pride, the kind of country we are building together. I hope it has your support and approval, and that it will help emphasize the fact that we are a people who want to retain our cultural heritage and identity while at the same time being full and active members of Canadian society.





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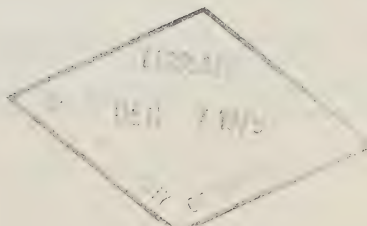
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Sujet

SPEAKING NOTES  
FOR THE  
HONOURABLE RON ATKEY  
MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA  
TO THE OPENING SESSION OF  
A NATIONAL CONFERENCE ON RETRAINING  
SPONSORED BY THE CANADIAN EDUCATION ASSOCIATION  
OTTAWA, NOVEMBER 22, 1979, AT 3.P.M.

(Please check against delivery)





The theme of this convention is "Creative Uses of Human Resources. retraining - Can It Help?" This is a theme very close to my own concerns as Minister of Employment and Immigration, a portfolio which includes federal programs for the training and retraining of adults as one of its major responsibilities. Consequently I was most happy to be invited to come and talk to you this evening about retraining in our society. Let me say from the outset an emphatic YES to the question posed by your theme - retraining can help.

With only a month to go in the decade, it is a particularly appropriate time to look ahead to the 80's and ask ourselves what kind of society we want, what kind of challenges and problems will we face, and what kind of response must we make if we are to achieve our objectives.

For this Government the full development of Canada's human resources is one of our prime objectives. There are many ways in which people can fulfill their potential, but both for the individual and for society as a whole, work is one of the most important. I want to ensure that Canadians have the opportunity to find jobs which will be socially and economically productive as well as personally satisfying.



I am particularly concerned about equality of employment opportunity: equality for the young people who suffer disproportionately from unemployment, equality for native people who are too often excluded from the mainstream of the economy, equality for the women who in increasing numbers are entering the labour force, and equality for people with various kinds of disabilities which need not, but often do, prevent them from finding proper employment.

Training and retraining, while not panaceas for all our labour market problems, will play an increasingly vital part in the working towards the objective of developing our human resources. I need hardly point out to a group such as this one that the federal Government is not alone in its concern for human development. Indeed I am well aware that our constitution gives the responsibility for education to the provinces and that the provinces in turn share this responsibility with local government and with tens of thousands of dedicated educators throughout Canada.

But in meeting its responsibility for the health of the Canadian economy, the federal Government must complement provincial efforts by ensuring that training and retraining



opportunities are available to adult workers. This federal commitment to training for jobs goes back almost to the beginning of this century, but it took a giant step forward when the Diefenbaker Government in 1960 introduced the Technical and Vocational Training Assistance Act. Since then the federal investment in adult occupational training has grown to its present level of about two-thirds of a billion dollars annually, and in that time well over a million Canadians have been enrolled in federally sponsored programs to develop their job skills.

The sheer magnitude of this expenditure would alone demand that we be concerned about the effectiveness and efficiency of our efforts. But as well, the need for training is increasing and changing, and we must therefore re-examine our approach to ensure that it is responsive both to industry's skill requirements and to the economic needs and aspirations of individual Canadians. This government is planning just such a review of its training programs, and I want to describe to you some of the factors we are considering.

First let me say something about the concepts of training and retraining. Training is even older than man, for some animals train the next generation in the skills needed for



survival. And as long as there has been human society it has been recognized that young people need a more or less formal period of development during which to prepare for their lifetime's work. What is new in the past few decades is the idea that significant numbers of people will have to switch careers, to be retrained for a new occupation, during their working lives.

Of course, what is retraining for a 35-year-old is training for a 17-year-old. The difference is not in the content of the learning experience but in its relevance to a career. To some of you and your colleagues or staff members, however, this distinction is a crucial one, for the need to retrain in mid-life can be psychologically - and financially - much more difficult to accept than the need to train for a career initially.

As we enter the 80's it is with the knowledge that training for our young adults and retraining for more mature workers will be increasingly vital if we are, as a society, to ensure that our human resource is fully productive and that individuals can fulfill their employment needs.



Let me talk a little about some of the trends I see as posing challenges for us in the decade ahead.

Educators are now more aware than anyone, with the possible exception of baby foods manufacturers, that the baby boom is long since over. And even though the population bulge is passing through the childbearing age range, the birth rate is so low that we cannot expect much of a secondary wave of children in the near future.

I certainly don't need to explain the consequences this will have for the educational system. Declining school enrolment is already casting an ominous shadow over your profession and dominates the conversation at gatherings such as this one. Let me, rather, comment on the implications for those of us whose principal concern is with the occupational training and employment of adults.

Demographic evidence suggests that the post-war baby boom was over by about 1960. And while for the next five years or so, we will be particularly concerned with the problems faced by young people wishing to get established in the world of work, we will have a very different problem to contend with by the late 80's. As we move through the decade, the population



bulge will move from the young worker age range to the prime years for employment and earnings. It takes very little imagination to see that such workers will face tremendous competition for promotion and career advancement. Some will find themselves in deadends, while others will be squeezed out of jobs and possibly out of careers. The phenomenon that hit educators in the 70's will, in a different way, affect many fields of employment in the 80's.

Because of our low birthrate in the late 60's and 70's, considerably smaller numbers of youth will be entering the labour force. There will be fewer young candidates for federal and provincial training programs, but the demand for retraining will expand as the men and women who once were part of the baby boom seek to adapt to the realities of the labour market.

One of these realities will be a continuing and expanding demand for highly skilled industrial workers, in a category that the great education expansion of the past 20 years failed in large measure to develop.



We have relied for too long on the importation of such key industrial skills as tool-and-die making, operating precision machine tools and the repair of all kinds of plant equipment. Our industries are dependent on increasingly scarce skilled immigrants, and our own people are denied opportunities to enter some of the best and most lucrative jobs because training and retraining are lacking. Pressures to rectify this situation are building - and rightly so.

The broad outlines, at least, of some of the human resource challenges that face us in the 80's are becoming evident. The extent to which Canada develops economically, remains competitive in international markets, and provides opportunities for satisfying employment to individuals will in large measure be determined by our success in meeting these challenges. And let me emphasize that they are not merely problems to be solved by the infusion of public money, for even with the closest cooperation of federal and provincial governments, a major part of the impetus must come from individuals like yourselves and from the private sector of the economy.



I should say in passing that the role played by government must above all be responsive in real time to the real needs. Too often in the past, government has failed to anticipate an emerging problem, failed to develop timely policies that address themselves to current challenges. Programs have come along too late and continued too long when reality has passed them by. In the 80's the world will be changing rapidly and we must be prepared to change our policies with it. This is why the federal government has committed itself to introducing "sunset legislation" to ensure that programs are thoroughly reviewed and it is why I am concerned that our employment programs be adapted to the real needs of the 80's.

One of the challenges we identified early was that of youth employment. We have recently announced the formation of a Youth Employment Secretariat to provide overall co-ordination of our efforts to improve the employment prospects of young people.

Among the options which the Government is considering is a program of employment incentives in the private sector by means of tax credits to firms. We expect to announce details of this program in the December budget and to introduce the necessary legislation soon after.



The Government will also be placing emphasis on its programs of training for job skills, both in industry and in vocational centres. This will be particularly important to young adults, and the Government has recently introduced legislation into the House to increase the flexibility of our programs.

Bill C-8, which was given first reading a few weeks ago, will amend the Adult Occupational Training Act to help meet industry's skill needs in the 80's. It will increase the incentives to private industry to provide the training our young workers require for those highly skilled jobs I mentioned a moment ago. In so doing, it will provide vital support for our Critical Trades Skills Training initiative, a strategy which is intended to increase Canada's self sufficiency in the human resource field.

A third option being considered is the establishment of a National Youth Service Corps which will enable young people to participate in community and environmental projects of lasting value to society.



I'm sure it's obvious to all of you that employment policy requires the full cooperation of the provinces. Training programs in particular require that all levels of government work closely together and the Federal Government intends to follow through with its commitment to federal-provincial cooperation in this, as in other fields.

Indeed, tomorrow with a visit to my counterpart in Quebec City, I will complete a round of consultations with provincial ministers on our intentions in the employment field. Of course, we will continue to respect the constitutional responsibilities of the provinces in education. Our intent is to ensure that increased cooperation and consultation will flourish so that Canadian workers will benefit from the best kind of training it is possible to provide.

An equally important priority of the Government is to enhance the employment opportunities for women. The challenge is to take advantage of a participation rate which, especially for women 25 or more has been increasing steadily for the past 25 years. In the mid-50's only 19 per cent of such females participated in the labour market. By 1978, the proportion had risen to 44 per cent and we fully expect it to continue climbing.



Government and private sector must react positively to this phenomenon. It represents an addition to the human resources we have available in the labour market, not a problem to be regretted.

Women have a right to expect equal opportunities in the labour market, yet the reality is that they do not at present enjoy such equality. To improve this situation, the Government has developed a Women's Employment Strategy, the main objectives of which are:

- to reduce the female unemployment rate, even as the numbers of women participating in the labour market increase
- to overcome the stereotyping of women's jobs which now causes them to be channelled all too frequently into traditional "female" occupations
- to reduce the wage gap between men and women in the labour market.

Although Government can introduce legislation and programs of action in this field, ultimately we can only achieve our goals with the whole-hearted cooperation of many groups in society. Educators have an especially important role to play because you



can help shape the expectations of young women and the attitudes of young men towards women's employment. You are essential to the process of ensuring that women get the education and training that can help them overcome traditional barriers. Above all, your own profession must set an example of equal opportunity in action.

This decade that we are about to enter will not be an easy one for your profession. Some educators will find that mobility between specialties within education can allow them to develop a satisfying career in their chosen field. Others will be geographically mobile, moving to those areas of the country where the labour force is expanding in response to economic opportunity. To these people I can only offer my wishes for continued success in a field which the provinces and local governments rightly hold dear. As a parent and a Canadian I am greatly affected by your individual and collective decisions, but as federal Minister of Employment and Immigration I respect the boundaries of my responsibilities.

To those who chose, or find it imperative, to move out of the school system, however, I have more to say. The challenges of adult training and retraining, whether in



public colleges and vocational centres, in private training institutions or in industry itself can be truly stimulating. In the years ahead, Canada will need more people with the special talents and skills that it takes to help others develop their abilities.

Finally, there will be some who, after preparing themselves for a career in education, and perhaps practising for years in the field, will need to make a more drastic career shift. Perhaps some will be candidates for the kinds of occupational retraining that our federal programs offer. Certainly our employment services will be available to them as they seek a new kind of employment.

I have only touched on a few aspects of the challenges that lie ahead and the responses that will be required to adapt our human resources to them. I hope you will recognize that such factors as accelerating technical change, scarcity of low-cost energy, and increasingly competitive international markets will only add to the demands that are placed on the quality of our human resources. As your conference theme implies, we in government, you in education, our society as a



whole, must seek creative responses. One such response is retraining and the federal government intends to do its part to respond creatively in this field.









Minister  
Employment and Immigration

Ministre  
Emploi et Immigration

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SPEAKING NOTES

BY THE

HONOURABLE RON ATKEY

MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA

TO THE

COALITION OF PROVINCIAL ORGANIZATIONS OF THE HANDICAPPED (COPHO)

SKYLINE HOTEL, OTTAWA

NOVEMBER 23, 1979 AT 7:30 P.M.





As I address you tonight, I am reminded of John F. Kennedy's words: "Some men see things as they are and say why. I dream things that never were and say why not."

Most, if not all of you, have taken the same stance -- that nothing is impossible. Four years ago, COPOH didn't even exist. Today, blessed by its able leadership, this efficient organization is widely respected throughout Canada.

I would like to congratulate you for your remarkable success in unifying the many and sometimes conflicting views of disabled groups. Speaking with one voice, you have done a great deal to bring the needs and concerns of the disabled to the attention of policy-makers and the general public.

I share your concerns. My commitment to improve conditions for the disabled began a long time ago when I first became aware of the obstacles you have to surmount in employment, transportation, housing and recreation.

In November, 1972, I became a patron of the Clarendon Foundation in Toronto which rented and renovated the second floor of a high rise apartment building to make it suitable for severely disabled young adults who needed round-the-clock support services. The floor was ready in 1974 and 13 tenants moved in.



The Clarendon Foundation and the Government of Ontario which paid the salaries of the staff made it possible for these young people to achieve a degree of independence and self-sufficiency which they hadn't experienced before.

The employment barriers faced by the disabled is one of my primary concerns. They are far too often not even given a chance to be hired for reasons not related to job requirements. Screening procedures, job descriptions, recruitment methods, selection practices, advertisements, evaluation methods and testing tools are unconsciously drawn up with only able-bodied people in mind.

Employers tend to focus on the drawbacks and not the advantages of hiring the disabled. Fear and ignorance have created myths and misunderstandings which only serve to perpetuate discriminatory attitudes.

Then there are the physical obstacles in the workplace that restrict mobility, deny full use of facilities and present unnecessary hazards for disabled persons. The lack of technical aids and devices is still another barrier that reduces job opportunities.



While in Opposition in 1973, I questioned the then Minister of Manpower and Immigration on government policies on the employment of disabled people. Was an ad campaign ever conducted to show employers the advantages of hiring the disabled, I asked. Were there specially trained counsellors to help place them in employment? Did the department have an active program with employers to identify and develop suitable jobs? Did the department participate in federal-provincial committees or conferences to consider problems of the disabled?

Because I wasn't fully satisfied with the answers I received, I introduced two private members' bills in the House of Commons on May 8, 1973. One called for the establishment of a "National Hire the Handicapped Week" during May of each year as a means to increase employment opportunities for them.

The second bill sought to amend the Department of Manpower and Immigration Act to include a specialized placement service for handicapped persons which would work with employers to identify, list and advertise meaningful, productive jobs. The service would also explore ways to inform employers about the possibilities and benefits of hiring disabled persons and investigate their job capabilities and occupational opportunities.



Although these bills didn't get beyond first reading, they certainly drew attention to the employment problems of the disabled. I had no idea then that I would some day be Minister of the Canada Employment and Immigration Commission and thus in a position to influence employment policy and programs. I can assure you that in time, you will see my personal stamp on a Commission strategy to improve employment opportunities for the disabled.

In all fairness, I must say that over the years the Commission has developed several programs that have proved valuable in finding or creating jobs for the disabled. It has moved in the right direction; however, it should step up the pace.

The Local Employment Assistance Program -- LEAP, creates employment opportunities for disabled and other disadvantaged people who have difficulty finding and keeping jobs.

The beauty of LEAP is its flexibility. A LEAP project can be as varied as the imagination and resources of the people involved. Their skills, education, physical limitations and special needs can be built into the various ventures.



I am particularly proud of LEAP because it allows people to create small businesses in which they can participate, make decisions, control their destinies and achieve independence. At the same time, they gain the experience, confidence and skills necessary to compete in the job market. They acquire a track record demonstrating that they can be employed at all levels of business, from secretarial work, to sales, to management.

Two provincial organizations that are members of COPOH have received substantial assistance under LEAP. The Hub in St. John's, Newfoundland, which employs 13 workers, runs a print shop, a wheelchair-parts sales operation, and manufactures and sells visual identity buttons and other items. It has received a total of almost \$800,000 over the past six years to finance its operation.

Another project -- Concept Special Business Advisors Incorporated, is probably known to many of you as Manevents or Manitoba Events Co-ordinators. This project employs seven people and operates four business ventures in Winnipeg. They include a consultant service for all facets of special events and conventions, a banquet and hall service, a telephone appointment and reminder service and lottery ticket sales. Since the project began in March, 1978, it has been given more than \$300,000 by the Commission.



Des études effectuées par la Chambre de commerce du Canada et d'autres organismes ont prouvé que l'embauchage des handicapés représente un bon investissement. Ces derniers sont souvent plus ponctuels et plus assidus que la moyenne des travailleurs et préfèrent demeurer chez le même employeur une fois qu'ils ont trouvé un travail qui leur convient. Malgré ces aspects positifs et d'autres constatations qui prouvent que ce sont des employés efficaces et productifs, nombre d'employeurs ignorent encore les compétences qu'ils pourraient trouver chez les handicapés. Les mythes de rendement médiocre, de manque d'assiduité, de taux élevé d'accident et de roulement en plus des dépenses considérables à engager pour apporter les transformations nécessaires au lieu de travail persistent toujours.

Détruire ces mythes est l'une des tâches d'Action positive. C'est un programme d'envergure que de vouloir offrir à tous des chances égales sur le marché du travail en nivelant les obstacles à l'emploi qui défavorisent les handicapés, les femmes et les autochtones.

Comme je l'ai déjà mentionné, certains employeurs peuvent user de méthodes d'embauchage et d'avancement qui excluent d'office de bons candidats. Lorsqu'un employeur adopte un plan d'Action positive, ses pratiques en matière d'emploi sont examinées pour cerner celles qui sont discriminatoires. On adopte alors différentes procédures grâce auxquelles tous auront le même accès aux emplois. En outre, le programme d'Action positive établira des mesures spéciales pour remédier aux répercussions de la discrimination passée.



Une formule de contrôle est aussi mise en place pour évaluer chaque année les progrès réalisés dans les groupes cibles dans les domaines de l'embauchage, de la formation et de l'avancement.

La Commission lance également un service consultatif d'Action positive à l'intention des employeurs du secteur privé afin de les aider à améliorer la situation des handicapés, des femmes et des autochtones au sein de leur effectif.

Des experts-conseils nouvellement nommés travaillent dans toutes les régions du Canada aidant les employeurs à établir et à mettre en oeuvre des programmes d'Action positive.

Bon nombre d'employeurs ne se rendent tout simplement pas compte qu'ils font de la discrimination. Ils ne savent pas que leurs pratiques d'emploi mettent à l'écart les handicapés et d'autres groupes. C'est là qu'intervient l'expert-conseil dont le rôle est de signaler l'existence de ces pratiques et d'offrir des solutions de remplacement. Il suffit par exemple d'annoncer dans les médias tous les postes vacants plutôt que de compter sur le bouche à oreille pour recruter du personnel, méthode qui exclut involontairement certains candidats.



Lorsqu'il est opportun de le faire, les experts-conseils de la Commission recommandent les techniques nécessaires pour apporter les modifications voulues aux emplois, ce qui facilite pour les handicapés l'adaptation au milieu de travail. Il faut parfois rappeler aux employeurs qu'on peut offrir un emploi à un handicapé moyennant certaines transformations très légères, par exemple, procéder à une nouvelle répartition des tâches entre deux travailleurs, ou encore élever ou abaisser un pupitre. La plupart des aides mécaniques, comme les calculateurs en braille, ne sont pas plus élaborés ni plus dispendieux que d'autres appareils de bureau. Bien des emplois se prêtent à un travail à la maison. Dans certains cas, un emploi peut même être partagé entre plusieurs travailleurs. Les employeurs doivent être sensibilisés au fait que l'embauchage des handicapés ne s'accompagne pas de problèmes insurmontables.

Comme vous le savez, le programme d'Action positive n'est pas obligatoire à moins qu'un employeur n'ait été convoqué devant la Commission canadienne des droits de la personne et trouvé coupable de discrimination. Dans ce cas, la Commission peut ordonner à cet employeur de mettre en application un programme d'Action positive. Dans tous les autres cas, les experts-conseils devront convaincre les employeurs qu'il est à leur avantage d'adopter un programme de ce genre.

Je crois que les entreprises répondront favorablement à l'Action positive. Les experts-conseils s'adresseront d'abord aux employeurs qui reçoivent des contrats du gouvernement fédéral.



Jusqu'à maintenant, je vous ai parlé des programmes et des services de la CEIC, mais n'allez pas croire que j'ai oublié un autre élément essentiel, soit la double responsabilité du gouvernement dans son ensemble, et de mon ministère en particulier. Comme le gouvernement fédéral est le plus gros employeur du pays, il se doit évidemment de jouer un rôle de chef de file en donnant l'exemple, ce qui est particulièrement le cas de mon ministère vu les relations qu'il entretient avec les employeurs canadiens. Le rôle qui consiste à donner l'exemple aux autres employeurs en est un que la CEIC prend très au sérieux. Nous avons donc établi notre propre programme interne et franchi déjà quelques étapes en vue de sa mise en oeuvre. A titre d'exemples, nous avons tout d'abord affecté des crédits à l'aide professionnelle pour l'achat d'équipement technique. C'est ainsi que certains de nos employés handicapés profitent de dispositifs qui vont de choses mineures comme des ajustements de chaise au coût de \$75, à un système d'imprimerie en braille, au coût de \$30,000, qui permet à un conseiller en main-d'oeuvre atteint de cécité de brancher un terminal au système d'offres d'emploi par ordinateur.

Nous faisons également prendre conscience à nos directeurs de certains faits en leur procurant des fiches d'information qui s'attaquent à des mythes comme la dépendance, le rendement et la sécurité; nous avons conçu des lignes directrices concernant les changements nécessaires à apporter dans les domaines du design des emplois, des descriptions de tâches et des pratiques en matière d'embauche.



Nous avons également mis sur pied un comité consultatif pour représenter nos employés handicapés de façon à pouvoir tirer profit de leur expérience et de leurs points de vue. Ce groupe se réunira à Ottawa pendant deux jours la semaine prochaine et pourra nous fournir d'autres conseils concernant ce programme.

Je peux vous assurer de notre intention de mener ce programme à bien de façon à avoir de la crédibilité lorsque nous recommanderons aux employeurs à travers le Canada d'adopter de tels programmes.

Comme vous venez de le constater, nombre des programmes de la Commission sont spécialement conçus pour aider les handicapés. Ils peuvent donner à de nombreuses personnes une chance de s'épanouir et de se sentir membres à part entière du monde du travail où le sentiment d'être utile est aussi important que le salaire. Rien ne peut remplacer la dignité et la satisfaction personnelle que l'on tire d'un emploi réel et enrichissant, non plus qu'un revenu qu'on a soi-même gagné et qui dépasse les prestations d'assurance sociale. Rien n'est plus important que d'aider tous les Canadiens à se trouver un emploi.

Je le répète, notre action en faveur des handicapés ne fait que commencer. En ce moment même, les fonctionnaires de la Commission préparent un document à l'intention du Cabinet qui exposera la stratégie fédérale visant à inviter les employeurs du secteur privé à embaucher les handicapés. Cette stratégie tient compte des recherches nécessaires dans ce sens, de la publicité pour sensibiliser le public à cette question, des encouragements pour les employeurs et des mesures d'Action positive.



Même si la Commission a dirigé l'élaboration de cet exposé, 12 autres ministères et organismes fédéraux y ont participé. La stratégie sera soumise à l'approbation du Cabinet dès janvier prochain.

Nous croyons que nous sommes sur la bonne voie. En même temps, nous comptons sur la COPOH pour nous rappeler ce qui doit être fait. Nous devons veiller à ce que les handicapés puissent avoir le même accès que les autres aux emplois existants et les mêmes possibilités de créer de nouveaux emplois grâce à l'exploitation de petites entreprises. Je peux vous assurer que nous ferons tout en notre pouvoir pour intégrer totalement les handicapés à la société à laquelle ils appartiennent.





Minister  
Employment and Immigration

Ministre  
Emploi et Immigration

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"JOB CREATION IN THE 80s"

BY THE

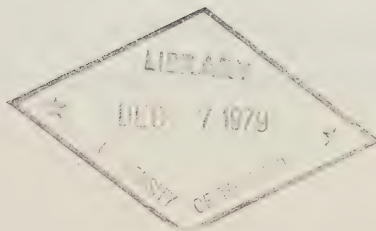
HONOURABLE RON ATKEY

MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA

TO THE CANADIAN CLUB

TORONTO, NOVEMBER 26, 1979, 12:00 NOON

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There was, I suppose, a time when all change was gradual, and when the decades as well as the years slipped by almost uneventfully. That time has gone. We don't necessarily have to accept the whole thesis of Alvin Toffler's Future Shock to understand that fact. Every week, every year, and certainly every decade brings its quota of new challenges to be faced by individuals, private groups and governments. And one of the major challenges that faces the Federal Government in the decade that will soon be on us involves jobs for Canadians. I am talking specifically about the creation of enough new jobs to ensure a satisfactory level of economic growth. And I am talking about enough new jobs to enable Canadians of all ages and backgrounds to make their own distinctive contributions to society.

I have said it is a responsibility of government. But it is not the responsibility of government alone. It is also a responsibility of society as a whole, and specifically of the private sector of our economy which is and must be the primary creator of the goods and services that we lump together and call the "Gross National Product".

In saying that, however, I in no way intend to suggest that government does not have a major role to play. It is up to us to do at least two things. First, we have to show



leadership in bringing forth initiatives that will encourage the creation of literally hundreds of thousands of new and permanent jobs. Secondly, we must act so as to encourage the private sector of the Canadian economy to play its full role in developing new employment opportunities for Canadians, whether they are men or women, young or old, English or French-speaking and whatever their cultural or ethnic background. And we must do this in the full realization of the changes that are and have been taking place. To give one example, whereas just 10 years ago, two fifths of Canadians were in the labour force, by the end of the 1980s, we face the prospect of almost half of our population being involved in the labour market. One reason for the expected growth in the labour force is the constantly increasing participation of women, which is not in any way a temporary phenomenon. The other major element is commonly called the baby boom generation or the "boomies" a new name coined in a recent article in Saturday Night. This generation is now beginning to move into the mainstream of adult workers.

Canada's work force is young and one of the most highly educated in the world. Half of working age young people have had access to higher education, and yet many thousands of them are unemployed. In one sense the problem is temporary, because in a few year's time the bulge will have flattened out. But right now, the problem is immediate, and we have to act on that basis.



As of the end of October, this year, the rate of unemployment among young Canadians between the ages of 15 and 24 was 13 percent, which is almost three times the rate for adult males. In absolute terms there are 402,000 young people out there looking for a job and, at last report, unable to find one. This group of young men and women constitutes nearly one half of the total unemployed. That is an appalling waste of energy and skill -- a waste we cannot afford as a nation.

The plight of young Canadians seeking entry to what is a relatively tight labour market has been a concern of the new government for some time. You may recall that Prime Minister Clark announced our intention to establish a Youth Employment Secretariat during the election campaign last spring. I have moved to honour this commitment. The Secretariat will soon be established. It will be responsible for developing our youth employment policy -- coordinating a variety of programs that will be in harmony with provincial programs.

While I cannot pre-empt the budget that my colleague John Crosbie will be presenting in two weeks time, I can tell you that the programs we are proposing will provide incentives for private employers to employ young people, will involve youth in training programs and will establish a National Youth Service Corps. New legislation dealing with tax credits will provide us with sufficient financial resources to enable up to 105,000 young people



to be placed in jobs by the end of March 1980. Whether we reach that ceiling depends on the leaders of business and industry to whom we will be appealing to join us in an all-out effort to create new jobs for young Canadians.

The National Youth Service Corps will be involved in long-term projects of vital community service, working with the voluntary sector. I anticipate that more than 14,000 young people will find work through the Corps rendering a service to their country, their province or their communities rather than having to depend on UI benefits or welfare. A revitalized training program, especially for youth, will be focussed on new skills demanded by industry.

But as I have indicated, this government will be depending essentially on the private sector to create the jobs young people need. The tax credit incentives to which I have alluded are the means we intend to use. As business people you might be inclined to ask -- Why not cash instead of tax credits? Cash, after all has always been a pretty fair builder of incentives.



Quite simply tax credits come faster, the employer escapes a mountain of paper work, and the government needs very few extra staff to handle the program. If cash were offered we would require several hundred public servants to handle the paper work, and it would still take weeks -- perhaps months -- to get the cash into the hands of the employer.

There is another reason too, and it is a more fundamental one. By using the tax credit approach, we are making it clear that we are not proposing to prop up businesses that have few or no prospects for success. The only way in which a tax credit will benefit a business is if that business is in a position to pay taxes. We are, in a very real sense, banking on success. We want to help the creation of jobs. But we do not intend to embark on a make-work scheme. The jobs we want to develop are long-term jobs -- real jobs -- that will benefit both the worker, him or herself, and the whole society.

Quite a few employers already are aware of the benefits of a tax credit program. There are in existence across Canada almost 40,000 agreements with employers, involving more than 57,000 new jobs created in a little more than a year and a half. Last Friday I was invited to the official signing of a third agreement with AES Data in Montreal...an agreement that brought the total number of jobs created by just this one company to almost 200.



If I may digress for a moment - AES Data is a remarkable example of a Canadian business success, and one that reinforces our determination to get money into the hands of the private sector to create jobs. AES started in business in 1974 with 25 people and the assets of a bankrupt electronics firm. The federal government helped the fledgling company at a critical point in its history with adjustment assistance loans and grants for industrial technology advancement. Today the firm has 1,500 employees, five plants and sales of 100 million dollars in 26 countries...in five years, a Canadian multi-national.

This government is creating a framework for the private sector to bring about economic growth. However it is precisely that--a framework. Government creates the climate and minimizes the uncertainty with forward looking programs and incentives. But it is the private sector which makes the ultimate decisions on investment and employment.

We have reached the stage where, for the private sector, "developing Canada should be a responsibility as well as a business"--to paraphrase a well-known TV commercial.



What we need in this country are more entrepreneurial guts, more aggressiveness. Sure, these times may not be the best climate in which to operate. We're trying to fix that. But a principle that must guide all of us is that the private sector is the primary engine of economic growth. Not the government.

I was speaking of tax credits. The tax credit incentive approach is one that this Minister of Employment and Immigration favours in many areas...possibly even for Canadians who are faced with particular difficulties in their quest for employment. But I must also mention that the Local Employment Assistance Program - LEAP - is functioning as a vehicle to increase the economic self-sufficiency of persons who are chronically unemployed because of personal disadvantages and others who have difficulty in finding and keeping jobs.

LEAP often helps those regarded by some employers as totally unemployable. It has been shown that participation in a LEAP project increases the employability and earnings of 56% of its clients. The change in their average earnings shows an increase of 110%, more than double.



In actual figures, 80 completed projects have restored 1,150 Canadians to the work force. There are 324 projects operating now with another 4,035 of those so-called "unemployables," most of whom are likely to become productive members of the labour force.

A recent cost-benefit study of LEAP indicated that for every dollar invested, Canada got back more than two.

It goes without saying that LEAP should be and is, being expanded. In the future it will be a major element in my Department's programs for Native Canadians. The needs of native communities and the capabilities of LEAP's funding structure are well matched. Stop and go job creation programs have not been the answer to native unemployment problems. LEAP gives long-term help and meaningful skill development.

I mentioned earlier Canada's expanding economy and a future in which industry will require new skills, - especially for youth. I recently introduced a bill in the House of Commons designed to make federal training programs more responsive to the needs of the labour market.



Today there is increasing emphasis on industrial training, or employer-centred training, as a means of meeting the requirement for highly skilled workers. Employers, unions, federal and provincial governments must work in harmony to implement training programs that not only meet the needs of industry but which are flexible enough to adapt to changing economic conditions.

There must be greater private sector involvement in employment planning and in the training process. Employer-based training and apprenticeship demand increased emphasis. The new federal government is doing everything in its power to encourage this. Let me give you just a few of the details.

Amendments to the Adult Occupational Training Act will permit selective waiving of the rule that a person must be one full year out of school to be eligible for institutional training. When there are shortages in higher-skilled occupations and the required training is not available from other sources, it is only sensible to draw on the pool of unemployed youth and train them,



The amendments also include a provision that enables the Commission to enter into training contracts with employers on the basis of negotiated, composite payment rates. This permits a reduction in the administrative workload and better planning. This method is a significant improvement for employers, eliminating much of the burdensome paper work of the past.

We have also concluded that Canada must give high priority to the training of its own workers in highly skilled occupations. A Critical Trade Skills Training initiative has been designed to encourage employers to recruit and train Canadians to fill the vacancies for which many employers have in the past searched for talent in foreign fields.

The federal government will make financial support available to employers willing to train Canadians for a maximum of two years - or half the training time, whichever is less. Consultations are continuing now with the provinces, labour and management.

As with all programs, this one depends for success on the willingness of employers, with the support of union leaders, to establish a training capability and select workers for training.



The increased participation of women is one of the strengths of the labour force. For too many years the talents and abilities of Canadian women have not been utilized. As a nation that boasts of its resources, it took an uncommonly long time to recognize the existence of an untapped human resource - women of Canada.

No longer can it be ignored that women in many cases are the sole support of families, or that two incomes are required by families. We now encourage women to train for non-traditional jobs - they can be heavy equipment operators, airline pilots, senior government policy advisors, cabinet ministers, industrial leaders, entrepreneurs...no field is barred. You have no idea of the potential for this until you visit as I did such projects as Syncrude at Fort McMurray in the Alberta tar sands - and see the women in hard hats as an integral part of the operating team.

The barriers that may still exist are gradually being removed. With my Department, I am now embarking upon a major campaign to speed the process.

Special efforts will be made to involve women's groups in active participation in the National Youth Service Corps, and to inform their members of opportunities available to individual women under various employment programs.



Women, after all, account for 30 per cent of the labour force. We are painfully aware that they form about 47 per cent of the unemployed. Providing employment for them is only a partial solution to their problems. Job segregation, low wages, limited mobility and patterns of work and family responsibilities must, and will be addressed in the policies we are establishing.

One of the advantages of being Minister of both Employment and of Immigration is that I am in a position to assist the private sector in finding skilled labour abroad when there is absolutely no other way to fill an immediate need.

We are taking steps to ensure a proper balance between immigrants selected against labour market criteria and those who are not. The principle of family reunification will continue to govern the admission of close family members but it is equally important to increase the proportion of those immigrants who are selected against economic criteria. Immigrants thus selected do not displace Canadian workers but are deliberately chosen to provide needed skills.



I said at the beginning of these remarks that we have a joint responsibility, the private and public sectors, to work together. And the provision of skilled labour for the future needs of our economy is surely a prime example. Less than two weeks ago I was consulting with my colleagues in the four western provinces of Canada concerning precisely that: the employment strategies we hope to be utilizing in the next several years. And in one province -- perhaps you can guess which one -- I learned a new word. "Mega-project". There are three of them on the drawing board right now -- the Alaska Highway Pipeline, and the Alsands and Cold Lake oil extraction operations. Among them they will produce about 14,000 new jobs sometime around mid-1983.

In terms of immigration, the government must do its job in the short run; but in return, Canadians have the right to expect private industry to take up the challenge to train Canadians who are already here for the kind of future they have the right to expect.

The word is partnership. And what it means is a climate of mutual confidence. Confidence on the part of the private sector that the goal of government is to encourage and not to interfere for the sake of doing so. And confidence on the part of government that the private sector can and will make the most of the opportunities available to provide Canadians with the goods, services and the jobs that we need and can absorb.



This is not, and cannot be, a matter of blind ideology. Rather, it involves a certain faith and commitment. Faith in the essential rightness of our pluralistic and private enterprise system and a commitment on the part of government to encourage rather than to stifle the creativity of Canadians.

I fully realize that, after years in which the prevailing climate was one of mutual suspicion and mistrust, it may take some time for a new climate to prevail. But that must be our common goal. I can assure you it is mine right now.

In discussing a vast topic such as this, there is of course a great deal to be said. But whatever other points I may have made, I hope above all that I have managed to convey to you my own conviction, and the conviction of the new government, that, while it is our job to initiate policies to encourage the private sector to create new jobs, in the final analysis it is up to the entrepreneurs, to the businessmen of this country to generate the kind of economic activity that will ensure our long-term prosperity as a nation. We are embarking on a cooperative venture, in which the government is playing a supportive role to the private sector in the full realization that it is not our function to replace individual judgment and individual risk-taking. Rather, it is to help create a climate in which Canadians are willing to take their own risks to help move our economy ahead to its real potential -- a potential that will help all Canadians both to contribute productively to their country, and to enjoy the fruits of their contribution.



The eighties are not going to be easy years. But with the combination of human and natural resources that we possess in this country, there is no reason whatsoever why they shouldn't be good years for Canada. I am convinced that, with the collaboration of government and private enterprise, on the basis of the priority of the private sector, we can succeed. Let's get on with it.















